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— Buy United States War Bonds and Stamps —

# National Municipal Review

## Editorial Comment

### Restoring Confidence in the Legislature

NEBRASKA'S one-house legislature, the only one in the United States, has completed five sessions over a period of six years.

This solid laboratory test appears to demonstrate conclusively the soundness of the arrangement and the fallacy of the arguments which have blocked its more widespread adoption despite many years of advocacy by authorities on state government, including not only the so-called theorists but also numerous enlightened governors and legislators who have become disgusted by the performance of the traditional two-house legislature.

John P. Senning's analysis<sup>1</sup> reveals a greater sense of responsibility instead of less as the alarmists had predicted, a better quality of representatives and of laws enacted, the elimination or minimizing of the abuses which have caused our legislative bodies to sink so low in public esteem, and, finally, something which measures up much more accurately to "the American way."

If this much abused term, "the American way," truly connotes anything, it connotes a desire for progress and an unwillingness to be bound by narrow, meaningless traditionalism. It expresses the mass struggle toward an ideal condition which defeats selfishness and which effectively serves the public interest.

Our state legislatures stand prac-

tically alone among public institutions in their resistance to change. For 150 years they have remained static in organization, procedure, and faults while great progress has been made in local and even county legislative bodies and while substantial reforms have been applied to the administrative branch of government at the state and all other levels.

That astute critic, James Bryce, said some devastating things about municipal government, and municipal government has overcome a great many of the evils he and others identified. But it has been more than half a century since he made this indictment of our state legislatures:

"In most states it [the legislature] exaggerates the characteristic defects of Congress. It has fewer able and high-minded men among its members. It has less of recognized leadership. It is surrounded by temptations relatively greater. It is guarded by a less watchful and less interested public opinion."

Fundamental changes are long past due. It is clear, now that practice has demonstrated the wisdom of the more widespread adoption of the theory, that the unicameral legislature would be one of the most constructive of these desirable advances. It is interesting to re-read the arguments used by Senator George W. Norris when he was leading the Nebraska campaign for unicameralism. They ran as follows:

I. The jealousy, friction, and ri-

<sup>1</sup>See p. 60 of this issue.

valry between the two houses, which often result in deadlocks and the defeat of constructive legislation, will be eliminated by a one-house legislature.

II. A one-house legislature will make possible the definite fixing of responsibility for action taken on all bills introduced; where two bodies of persons are involved it is hard to fix blame.

III. A one-house legislature will decrease greatly the opportunity for corruption; special interests desiring to kill proposed legislation find their way twice as easy when it is necessary to control or corrupt only one of two houses.

IV. Legislation by conference committees will be abolished.

V. The tax burden of the state will be reduced by the adoption of the one-house legislature proposal.

VI. By providing that the members shall be nominated, and elected on a nonpartisan ballot, the one-house legislature will be divorced from partisan politics.

He was quite right. The achievements growing from his campaign are impressive. If other leaders who are capable of dramatizing this issue for their people could be inspired to wage similar campaigns in all our states, the benefits to be derived would be almost beyond measure. We might measure the savings in dollars and time, yes; but how could we gauge the good to be gained by the restoration of the people's confidence in our self-governing process?

## Achilles Heel

**S**POILS politicians find themselves in an amusingly difficult position. Their power is based, of course, largely on their ability to give jobs and favors to their henchmen—at public expense.

The recent breakdown of garbage collection in Jersey City reveals more clearly than anything else what happens when people don't have to go to politicians for jobs. Boss Hague has kept the garbage collection contract in the hands of one of his lieutenants. Antiquated methods which made the work even more disagreeable than it needed to be were preserved in order to provide more jobs. Who wants such jobs today? The

answer appears to be, not many.

There is a shortage of city employees today in most cities, boss-ridden or otherwise; but the situation seems to be more than normally acute in those where political machines have been in the saddle. This is to be expected. In a city which is run for the benefit of all the people, methods are modern, the pay and other benefits for public employees are superior, and the workers are not at the mercy of bosses.

This appears to be an opening in a vital part of the political machine armor. Could there be a better time to strike a blow for better government?

# Unicameralism Passes Test

*Nebraska's one-house legislature, after extended trial, has shown itself a sound instrument in the solution of the state's problems; fears of critics prove unfounded.*

By JOHN P. SENNING  
*University of Nebraska*

ALTHOUGH the United States is engaged in an unprecedented world war and the end is not yet in sight, the thoughts of the people are turning to postwar planning. Near the close of World War I interest in state government was focused on budgetary reform and administrative reorganization; today it is centered upon the state legislature.

Many reputable citizens are pointing to the ineptitude of legislatures in their handling of the depression issues as an omen of their inability to cope with the many serious questions of social and economic policy that will plague them in postwar days. They feel that the mechanism of legislative procedure must be reconstituted so that the lawmaking process will be adaptable to the nature and solution of those problems.

The nature and extent of that reform, whether it will follow the course of merely rejuvenating the bicameral setup or the example of Nebraska in adopting a unicameral structure, is unpredictable. Each plan has its staunch supporters and opponents. Unicameralism is a live issue in the Missouri constitutional convention now in session. The reasons advanced in opposition follow the traditional pattern of thought familiar to Nebraskans.

It is ten years ago this month that the campaign for a unicameral legislature was begun in Nebraska

with the drafting of a constitutional amendment by a citizens committee.<sup>1</sup> Again and again the question is asked as to why this amendment was successful at the polls. The reasons have been published too often to require repetition here, except for one very important factor—Nebraska had kept the idea of a one-house assembly alive and before the people since 1913. No matter how fiercely the fire of a campaign for governmental reform burns, there must be a backlog of education and information if the fire is to arouse the people to affirmative action.

Since the questions raised in opposition to the unicameral principle in Missouri and elsewhere are identical with those which were the center of debate in Nebraska, it may be appropriate to turn to actual experience of the operation of a unicameral assembly, through four sessions and one special session, and to see to what extent the prophets of gloom and pessimism failed in their predictions. The skeptic answers each of these questions with an emphatic "No." Is it possible for a small single-chamber assembly to be representative of the people? To be an effective deliberative body? To be

<sup>1</sup>See "Nebraska Considers a One-House Legislature," by Lane W. Lancaster, NATIONAL MUNICIPAL REVIEW, July 1934, p. 373; also "Nebraska Adopts Single-Chambered Legislature," *op. cit.*, December 1934, p. 695.

a protection against hasty and ill-considered legislation? To be able to cope successfully with powerful pressure groups? Such an attitude reveals a misconception and a traditional view imposed upon the idea of a modernized legislature functioning in the present-day industrial and social environment.

In Nebraska the substitution of a nonpartisan, single-chamber assembly of 43 members for a partisan, bicameral body of 100 representatives and 33 senators reduced the total number of representatives without disturbing to any appreciable extent the ratio of farmers, business, or professional men and lawyers elected. Consequently the cross section of interest represented in the small assembly and in the bicameral body, subject to certain fluctuation, is the same. Multiplying men of the same occupational interest will not improve the representative character of the legislature.

#### Improved Personnel

Pursuing the subject of personnel we discover distinct gains in what may be termed a higher type of legislator. Considerably over 50 per cent of the unicameral legislators have either completed a college course or have attended an institution of higher learning one or more years. Furthermore a study of their place in the community shows that most of them have held public office or are influential members of civic and state social and economic organizations. They have therefore acquired a knowledge of the problems that are before the people and that are likely to need legislation for solution.

The most appealing argument used against representation in a small unicameral legislature was that, since Nebraska is predominantly agricultural in economic interest, the percentage of farmers elected would be too small for equable agricultural representation. One apparent fact was overlooked on the part of those who feared inequitable representation—that because of modern transportation, methods of production and distribution and industrialization of farming, urban and rural economic interests have become so intertwined that the differences of an earlier day have virtually disappeared.

A second fact emerged from an extended study of the occupations of the men elected to the one-house assembly and, for comparison, of the men who had served in the lower house of the bicameral legislature from 1921 to 1935. Of the bicameral representatives approximately 48 per cent were identified with two or more occupations while 52 per cent followed a single occupation. Of the unicameralists who served from 1937 to 1943 inclusive, approximately 69 per cent are identified with two or more occupational interests while 31 per cent have only a single occupational interest. Mr. Farmer, for example, also specializes in live-stock raising, serves on a board of directors of a farmers coöperative or of a rural telephone company or a local bank, and at the same time is identified with the associations representing those interests. Likewise Mr. Merchant, Mr. Lawyer, or Mr. Professional Man has a similar breadth of interests.

While the legislators do not lay

claim to being experts, but just plain ordinary men, nevertheless by reason of their catholicity of interests, their wealth of experience, coupled with their demonstration of good judgment and common sense in their labors session after session, it follows that this small body of legislators is actually more representative of the state's interest than a body twice its size or one of a hundred members.

Representatives of this quality are aware of their responsibility as the custodians of the great power vested in the single-chamber assembly. They gave evidence of that attitude during the first session in setting up the procedural framework within which the process of legislation has been carried on. The rules have been kept simple. A conscious effort was made to implement and supplement the safeguards set up in the constitution to prevent hasty and ill-considered legislation. Nor did the legislators rest on their oars after the rules of procedure were adopted. At each successive session alterations to facilitate work or to increase responsibility have been incorporated in the rules. This constant urge for improvement is in striking contrast to the old type of legislature in which rules were used for manipulation instead of for safeguarding the process of legislation.

The system of mandatory public hearings on all bills, inaugurated by the unicameral legislature, has steadily grown in importance. No legislator may serve on more than two of the eleven standing committees which deal with substantive legislation. Conflict of committee attendance is avoided by a carefully pre-

pared schedule of time and place of meetings. This schedule, published in leaflet form and widely distributed, becomes a highly important source of information as each committee announces what bills will be heard at each session. The latter notice must be published five days prior to the session at which the hearing is had and a like notice is issued if a second hearing on the same bill should be necessary.

#### No Secret Sessions

The public announcements of committee hearings and the full press reports of the discussions at the hearings have created a renewed interest in the legislature by the people of the state. Increasing citizen participation in the hearings from session to session has brought the legislature close to the people. Hearings are also a great aid to the committee in determining the attitude of the public toward the legislative proposals under consideration. The press reports hearings almost, if not quite, as fully as it does the deliberations on the floor of the House. Contrary to the practice in at least some bicameral legislatures, there are no secret executive sessions of committees. The public is excluded from executive sessions but the press is present. In addition to its recommendation to the legislature as to disposition of a measure, the committee presents a statement giving reasons for its decision. This is mimeographed and placed on the desk of every member.

After a bill has been reported favorably by the committee to the parent body, it receives two thor-

ough considerations by the legislature itself. The first, General File, is the more exhaustive of the two. It is here that the bill is amended and each section approved or disapproved. It is also at this stage that the greatest casualty of legislative proposals occurs, except, of course, in the standing committee.

#### Legislative Procedure

Because a bill is so thoroughly discussed on General File, the debate unchecked, the clash of opinions often sharp and sometimes lobbying tactics exposed, there is captious criticism that the legislature is too slow. It is recommended, chiefly by lobbyists, that there be two or three leaders who would dictate to the rest of the House how to vote.

An interval of not less than three days must intervene between the first or General File consideration and the second or Select File consideration. Unless the measure is indefinitely postponed on General File it is sent to the Committee on Enrollment and Review for a thorough overhauling by the committee's legal expert for incorporation of amendments, attaining clarity of expression, and technical arrangement. All changes recommended by this committee are acted upon by the House. Following the second consideration on Select File, the Committee on Enrollment and Review prepares the bill for third reading and final passage. After the bill is printed in final form it must, by rule, lay on the members' desks for two legislative days before the final vote.

The full and open discussions, spacing of time between files, care-

#### Nebraska Unicameral Legislature Disposition of Bills

	1937	1939	1941	1943
Bills Introduced	581	523	515	446
Committee Action				
Recommended to				
General File	312	306	298	301
Indefinitely Postponed	205	124	177	136
Omnibus Motion	56	93	31	9
Withdrawn	8	0	9	0
House Action				
General File	312	306	298	301
Passed	239	155	209	250
Indefinitely Postponed	54	34	12	30
Omnibus Motion	19	117	75	21
Select File	239	155	209	250
Passed	235	148	204	249
Indefinitely Postponed	2	7	5	1
Omnibus Motion	2	0	0	0
Third Reading File	235	148	204	249
Passed	230	144	202	247
Defeated	5	4	2	2
Vetoed by Governor	16	6	7	7
Became Law	214	138	196	241

ful examination for errors after each consideration, machine and record votes, laying over of bills for additional information, all make for a satisfactory product. Moreover the orderly progress of work throughout the session prevents the piling up of a large number of bills to be disposed of during the closing days—another safeguard against hasty legislation. Not only does this make for a satisfactory product but also the governor is not confronted by a large number of bills for his approval or veto after the legislature adjourns. After adjournment in 1937 the governor had in hand 26 measures, 24 in 1939, eleven in 1941 and seven in 1943.

The relation of the governor to the unicameral legislature has been watched with interest especially since opponents of the unicameral plan predicted that the governor would exercise complete domination

over the small legislative body. As a matter of fact the nonpartisan legislature and the chief executive have worked together more as two coordinate departments than did the governor and legislature under the bicameral system. A closer relationship exists at present between the governor and the assembly since the governor acts as liaison officer between the federal government and the legislature in transmitting the interpretation of federal laws, rules, and regulations relating to federal-state legislation, to committees and to the House. He has been able to iron out differences much more effectively than if the legislature dealt directly with the federal agencies.

Both governors who have been in office since the inception of the unicameral body have objected strenuously to the constitutional prohibition that prevents the chief executive from vetoing items in the appropriations bill which have been raised above the figures set in the executive budget, after the bill has been passed by a three-fifths vote. This objection is not directed at the unicameral legislature but rather at a decision of the State Supreme Court in 1929, which said that veto of such items would constitute a second veto. In 1943 Governor Dwight Griswold asked the legislature to pass and submit to the people a constitutional amendment which would give the governor the constitutional power to veto items raised above the executive budget but the proposal did not get out of committee.

The veto power has never been exercised to any great extent in Nebraska and the same is true under

the unicameral plan—see table above. Furthermore there are frequent conferences between members of the legislature and the governor and understandings are effected while a proposal in which the governor is interested is under consideration. The position of influence which the one-house legislature has attained makes it stand on the same footing and coordinate with the executive department. Thereby the governor and the legislature act as a check upon each other.

#### What of the Lobby?

Is the one-house assembly able to cope with the lobby? Opponents of the unicameral legislature warned that the lobby would throw the legislature into confusion and assume control. They pictured the lobby as a few powerful special interest groups working under cover and attempting to corrupt the membership. Modern pressure groups are made up of a vast number of citizens whose manifold interests cover all the major fields of legislation. But the old-fashioned lobbyist is still on the scene using the objectionable tactics with which his name is associated. The unicameral legislature gives the representatives of pressure groups opportunity to be heard at the public hearings where they perform a distinct function in expressing public opinion and in furnishing factual information.

A few persistent lobbyists pester the legislature in their insistence on attaining their objectives. The very nature of the one-house legislature, however, is a check upon their activities. The direct and open procedure soon exposes any member who

is prone to succumb to lobby influence. It is not uncommon for a legislator on the floor of the House to call a lobbyist by name and to state in what underhanded practices he is engaged.

Each session has seen one outstanding struggle where powerful lobbies were pitted against each other—in 1937 the allotment of one cent of the gasoline tax for relief, in 1939 and 1943 bills which brought private and public electric power forces into conflict, and in 1941 the regulation of small loan companies. The one-house legislature is much more successful in combatting lobbying influence than was the bicameral assembly, because its small membership is unhampered by party control, and because of the open procedure, the searching publicity, and the neutralizing influence of opposing pressure groups upon each other.

Why has the Nebraska unicameral legislature increased in popularity during the seven years of its operation and why are the requests for a return to the bicameral system few and far between?<sup>2</sup> The product of legislation has been satisfactory and shows the result of exhaustive con-

sideration and matured judgment. The process of deliberation is orderly and effective, conducted by a group of men who are representative of all interests in the state. The resistance to the lobby has inspired the confidence of thinking citizens in their lawmaking body. The development of research facilities through the legislative council assures accurate information to the legislature. The quarterly meetings of the council, held in different parts of the state where public hearings are conducted, induce citizen participation and lead the people to think of the legislature not as a discontinuous body but as a constantly functioning department of the state.

What of the future? There is a disposition on the part of members of the legislature to be alert for improvements in deliberation. Planning for and research upon important issues will be increased in scope. Forward-looking legislators are talking about a staggered four-year term to replace the present biennial term, of quarterly sessions to take the place of the long biennial session, and of salaries equal to those of judiciary and executive state officers.

The modernized structure of the Nebraska legislature is not a solution of legislative problems but only an instrument in their solution. It is a human instrument and as such can claim no infallibility but it is a step toward coördination of the process of lawmaking with the social and economic life of the people of the state.

<sup>2</sup>See also "Nebraska's Nonpartisan Unicameral Legislature," by L. E. Aylsworth, NATIONAL MUNICIPAL REVIEW, February 1937, p. 77; "Nebraska's Unicameral Legislature Saves Money for Taxpayers," *op. cit.* October 1938, p. 490; "One House, Two Sessions," by John P. Senning, December 1939, p. 843; and "Nebraska's One-House Legislature—After Six Years," by Harry T. Dobbins, September 1941, p. 511.

# Dallas Prepares for the Future

*Well accustomed to looking ahead since its pioneer effort of 1911, Texas metropolis is drafting a complete master plan to guide city's growth for the next quarter century.*

By V. R. SMITHAM

*Acting City Manager, Dallas, Texas*

**W**HILE we are endeavoring seriously, in these days, to project our thinking into the future through a proper consideration of postwar planning, we are reminded of the words of an ancient prophecy: "And your old men shall dream dreams, and your young men shall see visions"; and "Where there is no vision, the people perish."

Certainly there can be no constructive, forward-looking program that is not inspired by an enlightened, forward-looking citizenry wherein some shall be found who are capable of dreaming dreams, and others who can catch a vision of "nobler deeds and greater achievements" through planned progress.

The responsibility for a proper evaluation of the present situation in its relation to future progress rests entirely with us here and now. Wise planning now can provide the basic blue prints for a whole era of constructive effort.

Public officials are confronted with a dual responsibility of endeavoring to arouse a general public interest in postwar planning, at the same time formulating specific plans and getting in readiness all the necessary machinery for their speedy execution when peace comes. If we are actually on our toes we may even be able to beat the gun a little.

In any growing community plan-

ning must be a continuous process. No plan can remain static. Long range plans must be adjusted from time to time to changing conditions. Present recommendations for future extensions of service or for major improvements can be realized in a coordinated way by adopting them merely as a working program, making only such adjustments as further careful study and changing conditions may dictate. The opportunities ahead of us are great and the program is large.

Primary consideration, therefore, should be given to a frank and free approach to the entire matter of postwar planning. Open public discussion and the broadest possible publicity should be encouraged at all times. In Dallas such a policy has long since been followed and with gratifying results. The history of city planning in Dallas amply demonstrates the fact that great benefits accrue from such procedure.

Our local newspapers have cooperated splendidly through a generous allotment of space for news stories and timely editorials. Outstanding in this connection is a series of ten special articles appearing in the *Dallas Morning News*. These articles were written on special assignment by Barry Bishop, City Hall news reporter, who put considerable time and research effort into their

preparation. The entire series has been reprinted in pamphlet form by the *News* and widely distributed.<sup>1</sup>

Preliminary to the preparation and study of the present comprehensive city plan for Dallas, extensive discussions were held with the Citizens' Council, a special advisory committee of one hundred, and with various other civic organizations, in order to establish in the minds of all the definite need for additional planning. Next came the employment of a nationally recognized city planner, Mr. Harland Bartholomew of St. Louis, who was invited to meet with the various groups to explain what would constitute a comprehensive city plan for Dallas. Then followed a rather extensive tour of the cities of St. Louis, Kansas City, Louisville, and Memphis, made by a group of local city planners headed by the Mayor and accompanied by Mr. Bartholomew. Much helpful data was gathered first hand in this manner, and all concerned were ready to get down to the actual business of preparing plans and specifications, estimates of costs and financing, and the proper timing for execution.

Dallas intends to have a real post-war plan. It will not be any ordinary plan, but it will comprise a complete master plan to guide the growth of Dallas for the next 25 or 30 years. It will provide employment for a large number of people because in its broad scope it contemplates a vast construction program which will include airports; new wide streets, to bring people to the central business

district; interregional highways that will bring people to the heart of the business district with express speed and without cross traffic; Central Boulevard, two hundred feet wide, to connect North and South Dallas; the rebuilding of blighted areas; a new football stadium to accommodate 100,000 people; additions to our State Fair Grounds which will include an automobile building, an aircraft building, a petroleum industry building, and others; new school buildings, new parks, and the various extensions of public works and sewer and water mains necessary to serve a city of 667,000 people.

#### Early Planning

Dallas has been well trained in city planning procedure. Mr. George E. Kessler, eminent city planner of St. Louis and designer of the renowned Kansas City boulevard system, made a plan for Dallas in 1911. Turtle Creek Boulevard, the Union Terminal Station, and the Trinity River levees, as well as many of the city parks, were first suggested in this early plan. Mr. Kessler was brought back to Dallas in 1919 by the Down-Town Development Association. Dallas' first City Plan Commission was organized that year and a city plan engineer was employed in August 1922.

To bring city planning up to date in 1925 and to provide the financial means for carrying out the plan, the Ulrickson Committee was appointed. The Committee's report in 1927 recommended a long list of improvements that were needed, involving a proposed \$23,900,000 bond issue. The bond issue was voted by Dallas

<sup>1</sup>*Dallas Meets a Challenge, Dallas Morning News, August 1943.*

and many projects carried out. In this same year, the Texas legislature adopted a number of city planning laws including a zoning act which enabled Dallas, in 1929, to adopt the first comprehensive zoning ordinance in Texas.

The next city planning program to be adopted by Dallas was the 1940 basic financial and improvement plan, commonly called the "Six-Year Plan," because improvements were to be spread over a period of six years. This plan was prepared with the cooperation of the National Resources Planning Board, and contemplated a city free of debt in 34 years. This was to be accomplished without any diminution of physical improvements and anticipated the operation of the city ultimately on a cash basis. The plan provided for the issuing of approximately \$1,000,000 per year in bonds for capital improvements without affecting the goal of reaching a cash basis in 34 years.

Due to the war situation, certain modifications necessarily have had to be made with regard to the Six-Year Plan. Recently Bartholomew and Associates began the preparation of the Comprehensive Master Plan for the City of Dallas, and work on this plan is well under way. It looks ahead far beyond the Six-Year Plan. A detailed outline of specific reports to be presented by Mr. Bartholomew on the master plan has already been submitted by him to the City Plan Commission. Three of his reports have been issued thus far: (1) *Character of the City*, (2) *Scope of the City Plan*, and (3) *Preliminary Report on Airports*. The

fourth report, on *Population*, is ready to be released, and work on the fifth, *Major Street Plan*, is under way. Reports on other sections of the master plan will be issued as they are completed, the final report being scheduled for 1945.

Needless to say, if it is to get beyond the discussion stage, any planning on as large and complete a scale as the Dallas master plan is going to take a vast amount of money. Two highly important considerations, therefore, present themselves. First, the financing of the various improvements must be in accordance with sound business principles and anticipated revenue including possible government assistance, and a reasonable and intelligent amortization of bonded indebtedness, bearing in mind our present debt position, credit possibilities, and the possible limits of the expansion of debt for postwar needs.

#### Financial Planning

Municipal bonded debt can and should be planned, however, with the knowledge that in following the plan the city is going to be governed by expediency and actual needs from year to year. No plan can be followed blindly; yet some definite planning is essential as an over-all guide to hold public enthusiasm for spending within reasonable bounds. The necessity for temporary deviations from any plan should be taken no more seriously than the occasional detours that confront us in a long automobile trip. The growth of cities is rarely evenly spread over the years but comes in spurts, at least until the city reaches considerable size. Periods of rapid growth are accom-

panied by the need for borrowing money in accelerated amounts. Such periods might be considered the detours from the long-time city plan; they might last three years, or ten years, and still have little effect on the over-all life of the city in relation to its being ably or poorly managed from the financial standpoint.

Next in importance for consideration is the fact that the contemplated improvements must be condensed and taken up in the order of their importance, both in relation to the need for them and the man power involved in their construction. This latter is highly important in the light of anticipated labor surplus which undoubtedly will develop as a result of demobilization. Just how soon after peace is declared this acute situation will develop is, of course, problematical. It may even be delayed from one to two years through a carefully planned and gradually executed demobilization of troops. The situation will also be involved greatly by the fact that, while many workers now employed may find themselves without jobs, they may be content to go jobless for a considerable period, at least as long as their war bond savings last.

To sum up the situation: The time necessary for completing any specific project, or just when any project may be started, will depend on two main factors: First, the definitely limiting factor of any restriction upon the total annual sale of bonds and, secondly, whether or not government funds, if any, may be available, and upon what conditions such assistance may be had. Thus far it

has been deemed wise to so plan and organize our efforts that any program proposed may be carried out through financing wholly within the limit of our own means to provide. Any governmental assistance over and above would merely tend to hasten ultimate consummation.

And above all it would seem to be of paramount importance that every legitimate means shall be employed to keep the public fully informed with regard to all proposed undertakings. Frequent discussions with an advisory body composed of a carefully selected group of representative citizens is recommended as the best stimulus toward the creation of a general interest and enthusiastic support of all projects agreed upon.

#### Advisory Committee

It would be difficult to formulate a more workable procedure than that adopted by Dallas in the appointing by the Mayor of such an advisory committee, continuously functioning and self-perpetuating. This plan commends itself particularly since such a group can maintain a continuous interest and assume responsibility for the carrying forward, from year to year, of any progressive program regardless of changing administrations or varying political situations. In other words, it is this sort of close partnership between taxpayers and elected officials in the administration of public affairs that makes for mutual confidence and provides the best insurance against failure. It furnishes the only real assurance of definite, interested, and continuous sponsorship from the inception of a project until its ultimate and complete accomplishment.

# City Hall Looks to the Colleges

*After five years trial New York City's unique experiment in public service training has more than justified efforts on the part of students, college faculties, city officials.*

By HAROLD SEIDMAN

*Formerly Director, Division of Coordination and Research  
New York City Department of Investigation*

CITY HALL can give the colleges invaluable assistance in carrying out their educational program, the colleges can aid City Hall in implementing its governmental program. This seemingly self-evident but none the less revolutionary doctrine led New York City's Commissioner of Investigation, William B. Herlands, to embark on what many in both educational and governmental circles believe to be an unusual experiment in public service training. College students were actually to be invited by the city to study at first hand the inner workings of municipal government under the joint supervision of the Department of Investigation and the colleges in which they were enrolled. In return, the city expected the students to produce studies which would be of practical benefit to it.

The city's internship program has now been operating for five years. In that period 210 college students in the New York City area have successfully completed their "internships." At various times twelve colleges have participated in the program.<sup>1</sup> One hundred and fourteen

studies have been submitted to the Department of Investigation. It is obvious that the program can no longer be considered an experiment.

The time has come for a frank and objective evaluation of the results in terms of the program's original three objectives: (1) to afford qualified undergraduate and graduate students in colleges and universities an opportunity to do research on practical problems of municipal government; (2) to provide the city with research materials which might not otherwise be readily available; and (3) to attract the most competent and ambitious of the city's college graduates to public service as a career.

At the outset the Department of Investigation was faced with the problem of determining what type of internship program would best accomplish its objective. None of the existing programs appeared to be entirely satisfactory. A survey had revealed that in the few cities which had student training programs it was the policy to assign the intern to work full or part-time in a municipal agency. Such a program was acceptable neither to educators nor to public officials. There was always a danger that the student would be called upon to do nothing but rou-

<sup>1</sup>City College, Hunter College, Brooklyn College, Queens College, Columbia University, Fordham University, New York University Graduate Division for Training in Public Service, Adelphi College, Manhattan College, Barnard Col-

lege, St. Joseph's College, and New School for Social Research.

tine clerical tasks. The educational value of such training would be negligible. But more important, such a program could not easily be integrated with the regular academic curriculum. Since the colleges were going to grant academic credit for the work, they properly desired to exercise some supervision over the student and to have some basis on which to evaluate his accomplishments. For their part, many public officials objected to having students underfoot in their departments for any extended period of time.

#### Students Study Problems

A satisfactory solution was found by assigning an intern not to a department but to a specific municipal problem. If a student were interested in public finance, for example, he would not be placed in the Comptroller's Office or the Finance Department. Instead, he would be asked to make a study of tax delinquency or the effect of the war on municipal revenues. Since most of the colleges already had honor's programs or research courses, this arrangement presented no serious administrative problems. City College and Hunter College merely added municipal research to economics, history, and the other subjects which a student might select for honor's work. A few colleges found it necessary to institute research courses in order to accommodate the internship program. In the graduate schools there was no problem at all, the study made for the city being accepted as either a master's thesis or doctoral dissertation.

This arrangement also obviated

most of the public officials' objections. By assuming complete responsibility for the supervision of the research project at the city end, it was possible for the Department of Investigation to reduce calls on the individual agencies to a minimum.

A Division of Coördination and Research was set up in the Department of Investigation to coördinate the work of the colleges and to act as a liaison agency between colleges and city departments. It is the Division's purpose to provide interns with all possible assistance and guidance. While primary responsibility for supervision of the research rests with the colleges, officers of the Division hold conferences at least once a month with the students to review their progress and plan the next steps in their work. Interviews with public officials and other executives are arranged by the Division only when the student has satisfactorily demonstrated that he has completed his secondary readings and has achieved some mastery of his subject. A student is rarely permitted to conduct interviews before he has completed at least three months of his internship. The Division also obtains public documents for interns and advises on the preparation of letters and questionnaires to be sent to government agencies and private organizations under the letterhead of the Department of Investigation. All such communications are signed by the Commissioner of Investigation.

Each college participating in the internship program has named one member of its faculty to act as liaison representative and handle all administrative problems related to the pro-

gram. From time to time meetings of all the faculty representatives are held at the Department of Investigation for the purpose of discussing any problems which may have arisen and discovering ways and means of improving the program. Within the college the liaison representative supervises only those interns in his own department. During the internship program's first year it quickly became apparent that the best results could not be obtained unless an intern was assigned to a faculty adviser who was thoroughly familiar with his specific field of research.

#### Student Qualifications

Although the selection of student interns is left to the college faculties, the Department of Investigation has stipulated that a student must possess certain qualifications to be eligible for appointment and reserves the right to reject any applicant. Interns must be honor students who have completed at least one-half of their junior year. If a college or university has a graduate school, only graduate students may receive appointments. The prospective intern's scholastic record must be such as to indicate that he is capable of doing useful research. Personal attributes such as personality, appearance, and speech are also taken into consideration. Interviews with public officials, many of whom will be extremely skeptical—or in a few cases even hostile—demand tact and the ability to get along with people. The best scholar does not always make the best intern.

Until 1942, 90 or more students a year were accepted as interns. Under

wartime conditions with resultant shortages in personnel it became impossible to supervise adequately a group of this size. At present no more than 25 interns are accepted.

Each intern selects a research topic from a master list prepared by the Department of Investigation from suggestions received from the various city departments. The 1942-1943 list contained 99 research subjects in such diverse fields as architecture, engineering, chemistry, economics, statistics, public finance, government, administration, law, sociology, and psychology. Among the topics on the current list are service ratings, employee suggestion systems, public personnel forms, city-owned enclosed markets, comparison of World War I experience in food and price control with current practices in food rationing and price control, the adolescent offender, accident prevention under dimout and blackout conditions, present status of teachers retired for disability, proposed creation of a Municipal Parking Authority, census of food establishments in New York City, administrative study of the Board of Water Supply, and rule-making and adjudication by city agencies.

In some instances several students may be assigned to conduct a single study. This is done in all cases where the research involves the analysis of a vast number of case records or other documentary material. An attempt is always made, however, to apportion the study so that each intern will be able to present an individual paper. Whenever possible students from the same college are selected to make group studies.

Experiments in assigning students from several different colleges to one research project were not entirely successful. Each intern had his own faculty adviser who naturally had his own ideas as to the proper approach to the problem.

There can be no question that the internship program has been successful in achieving the first objective—to afford qualified students an opportunity to do research on practical problems of municipal government. A committee of the American Political Science Association headed by Professor Joseph P. Harris reported that too often political scientists “study government only through the use of books and the printed word, and thus cannot bring to their research or teaching the lively sense of reality and the grasp of the important issues which come only through first-hand contacts.” The internship program has enabled students to compare reality with the standards suggested in the text. It has opened the door to one of the finest laboratories in the world for research in the social sciences—New York City.

#### Colleges and City Pleased

With a few exceptions the colleges have indicated that they are well satisfied with what the internship program has accomplished. A few colleges dropped out at the very beginning because in their opinion the program placed too onerous a burden on both the student and the faculty. Others were of the belief that it was more beneficial for students to study theoretical rather than practical problems. But the vast majority would subscribe to the statement

made by President George N. Shuster of Hunter College: “The work done by students of public administration under the auspices of Commissioner Herlands has led to very fruitful results, although the amount of labor required has been excessive from the point of view of students who in addition carry other heavy programs.”

An intern is required to devote a minimum of eight hours a week to his research. Most students exceed this. A Hunter College intern for several weeks in mid-winter visited the market at five o'clock in the morning to question taciturn and hard-bitten farmers about the marketing of potatoes. A City College intern gave up his summer vacation to hitch-hike through the middle west so he could study at first-hand the methods used by various cities in handling industrial disputes.

Most of the students have not grudged the extra labor which an internship demands. As one intern expressed it, his experience gave a new meaning to his college work. It showed him that what he was learning in college was not merely theory but had a practical application. Students welcome the opportunity to supplement library research with personal contacts and to observe government in action from the front line. Former interns have stated that their experience in interviewing, fact-finding, and report writing has proved invaluable in subsequent work.

The city is also pleased with its bargain, even though the internship program has not been able to fulfill all the demands made upon it. It soon became evident that there were

several things which the program could not do. Many officials want spot studies and they must have the information within one or two months if it is to be of any value. Not only do the colleges expect the interns to work for a year or a year and a half on a single project, but also the interns do not possess sufficient background and experience to make spot studies. Sometimes the departments desire studies of very narrow topics such as reception methods in the Department of Health or procedures in filing birth certificates. Topics of this nature are not academically acceptable to the colleges because they are too limited in scope. Often it is possible to work out a compromise by including the limited topic in a broader study. Thus, the study of reception methods in the Health Department was made one part of a larger study of reception methods in city departments. Experience has demonstrated that interns can make their principal contribution in preparing long-range studies which supply useful background material.

Not all of the studies are of uniform quality. Approximately 10 per cent are of outstanding excellence and approximately the same number are absolutely worthless. The remainder are good workmanlike jobs which can be utilized in one way or another by the city. Eight of the best studies have been published in mimeographed form by the Department of Investigation and widely distributed.<sup>2</sup>

<sup>2</sup>*Pension and Retirement System of New York City, Advisory Bodies and Public Housing, Price Margins and Price*

Comments from public officials have been generally most favorable. The State Department of Labor reported that the study of the "Domestic Worker as a Municipal Problem" has been "extensively used by our staff." The study of centralized purchasing was called by the Commissioner of Purchase "an excellent piece of work" which represented "a great deal of diligent investigation and a high degree of intelligence in assimilating and expressing facts and conclusions." The Deputy Comptroller wrote that an administrative study of the Comptroller's Office was "not only valuable to the student but is very much worth while from the city official's point of view." The President of the City Council noted that a study of the city pension system was "very valuable for the use of city officials."

Unfavorable comments have been surprisingly few. In one instance, however, a mildly critical report provoked a vitriolic response from the department head. He retorted that the report was "obviously the work of enthusiastic, inexperienced, irresponsible young women who haven't the first notions of the problems which we face. They are, of course, full of bright ideas and not in the least hesitant about expressing them. May I suggest that with all the important things there are to

(Continued on page 108)

*Spreads on Long Island Potatoes, The Domestic Worker as a Municipal Problem, Centralized Purchasing in New York City, The New York City Garment Industry, Follow-up Study of High School Graduates with High I.Q.'s, and New York City Looks to the Future: A Survey of Postwar Planning.*

# A North Carolina Experiment

*State's Institute of Government, which began as a Law School teacher's dream, brings the classroom to local, county, and state officials; a clearing house for ideas.*

By PAUL W. WAGER  
*University of North Carolina*

VISITORS entering Chapel Hill, North Carolina, on Route 15 from the north are always attracted by the handsome building of Georgian architecture over whose portal are the words, "Institute of Government." If they are curious enough to stop and enter the building, they will be even more impressed by the magnificent murals of North Carolina scenes which surround the big central room on the main floor—the sand dunes of the east coast, the Great Smoky Mountains on the western border, the cotton fields of the central plains, and other equally beautiful scenes of this varied state.

When they lower their eyes from the murals they will observe racks and tables of current magazines, practically all dealing with government—federal, state, and local. If they enter the smaller adjoining rooms they will see young men and women typing, clipping items from stacks of newspapers, abstracting court reports, or perhaps displaying a series of charts to some other visitors.

If these curious travelers explore further and go down stairs they will discover what appears to be a dormitory. When they finally venture to inquire what is the meaning of this juxtaposition of art gallery, reading room, work shop, and dormitory they will be told that they are in a lab-

oratory of government and that the dormitory is to lodge in succession policemen, tax assessors, court clerks, and accountants who come to study in the laboratory.

Then, if they are patient, they will be told how the building and the activities which it houses are the physical expression of an idea born in the mind of a University of North Carolina law professor fifteen years ago.

Albert Coates, in attempting to teach criminal law to his students, became convinced that law as presented in the case books fell far short of law as it was practiced in the courtrooms. Therefore, he took leave from the classroom and went out and joined a police force. He listened to complaints, went along when arrests were made, followed individual cases through the trials, and thoroughly familiarized himself with the way the machinery of justice actually operates. Incidentally, he soon discovered that practices differed widely even under the same laws.

When he went back to his classes, he called in local law-enforcement officers to help him instruct his students and to exchange experiences with each other. Pursuing the idea further, he called together law enforcement officers from all over the state and invited experts on scientific crime detection from the FBI and

the National Police Academy to address them. From this beginning there developed annual police schools for ten-day periods of intensive training, and today the FBI acclaims North Carolina as the nation's outstanding example of coöperative effort in this field.

So convinced had Coates become that local officials have much to learn from each other that he effected statewide organizations of firemen, accountants, election officials, prosecuting attorneys, coroners, tax officials, and others. In May 1932 some three hundred representatives of the groups then organized, together with other local, state, and federal officials, met in Chapel Hill and formed the Institute of Government.

With his organization perfected, he recruited a staff of able young men to assist him in the preparation of guidebooks, in the assembly of illustrative materials, and in the publication of a magazine. He began to lay plans for the day when he might have a building to house the Institute's activities and display its exhibits. His enthusiasm knew no bounds. He put practically all of his own earnings into the enterprise, sought financial help from those whom he could interest, and with the indefatigable assistance of his wife struggled toward the realization of his dream.

These are the facts presented in a story which appeared in the October issue of *The Reader's Digest* under the title "Don't Shoot Your Sheriff: Teach Him" and its appearance prompted the editor of the REVIEW to solicit this article in

further explanation of this interesting experiment.

#### Publishes Magazine, Manuals

As early as 1934 the Institute launched a magazine, called *Popular Government*, as an organ of communication between one unit of government and another and as a bridge of understanding between public officials, teachers, and citizens. The magazine is now in its tenth year, but not all volumes have contained the same number of issues. Sometimes there have been lapses of several months when the resources of the Institute were at low ebb. But no issue has ever come from the press that was not attractive, well written, and packed with timely information from the governmental front. After each session of the state legislature there has been an excellent summary of the new laws. When civilian defense was being organized *Popular Government* became an indispensable manual to local officials and their civilian aids.

One of the most useful services which the Institute has performed has been the preparation and distribution of a series of manuals or guidebooks for the use of local officials. The series includes guidebooks for sheriffs, for clerks of the Superior Court, for county and city tax collectors, for election officials, and many others. Here the scattered provisions of the law, as interpreted by the courts, are brought together and presented topically in simple language. The writer has found the two volumes dealing with the assessment and collection of property tax invaluable in one of his University courses.

Another important function of the Institute staff is to answer questions which flow in constantly from officials and private citizens. Sometimes the question can be answered readily, but at other times it may necessitate an opinion from the attorney-general, or an exchange of letters with some federal bureau, or hours of diligent research. Oftentimes, the answer can be found in the experience of some other official, so that the Institute becomes a clearing house of information.

#### Covers All Local Units

As a service bureau the Institute resembles the North Carolina League of Municipalities, which also answers the questions and wrestles with the problems of its members. As a matter of fact most of the cities of the state belong to both groups. An important difference between the Institute of Government and the League of Municipalities is that the former does not limit its membership to cities as does the League. The Institute includes in its membership cities, counties, and associations of officials.

In 1940 the building was realized, and to this governmental laboratory come officials, citizens, students, and teachers of civics and government to see demonstrated in one place the governmental methods and practices which they would otherwise have to go to many city halls, county court-houses, and state department offices to observe. New practices in the administration of public affairs are constantly arising out of the initiative, resourcefulness, and energy of public officials. A central clearing

house where these new techniques can be demonstrated and explained is a most effective way of promoting their wider adoption.

The Institute is not a lobbying organization. It never goes before the legislature for or against any bill. Its member associations, such as the Association of County Commissioners or the Association of County Sheriffs, engage in lobbying, but they do so directly.

Neither is the Institute a reform movement. Its basic idea is education; it proceeds on the assumption that most officials, teachers, and workmen in any field will want to do things the right way when once they discover that way. Not all will be frank enough to admit that their way has been faulty, but they will quietly shift to the better way none the less. When scientific farming was taught to farmers through demonstrations on selected farms, the more conservative were inclined to scoff publicly at the newfangled ideas, but at the same time they began covertly to try them out on their own farms. It is human nature not to want to admit that one is backward even if he is convinced of it.

Public officials, especially elective officials, are fully as conservative as farmers. They are afraid of innovations because of a possible political backfire. They are sensitive to pressure and suspicious of reform elements. But let one of their fellow officeholders work out an improved technique, and the improvement will spread like leaven throughout the whole fraternity if the means of education and demonstration are pro-

vided. The task which the Institute has set for itself is to provide these means.

In putting its faith in internal or official stimulation, it would not be fair to imply that external stimulation is neglected. Certainly in the institutes and training courses conducted for local law enforcement officers and local administrators there has been no dearth of professionals. In the police training schools there have always been experts present from the Federal Bureau of Investigation, from the State Department of Justice, and perhaps from some big city police force in a distant state. Similarly, outside talent is invited to participate in meetings of assessors, or accountants, or superintendents of waterworks. The Institute has consistently tried to arouse a professional spirit and a sense of public responsibility.

#### Encourages Citizen Interest

Neither would it be fair to imply that the Institute has not tried to bring officeholders and citizens together. In the early days of its history it encouraged public attendance at the installation of new officers, and the making of the installation a significant public occasion. Not always was the public response gratifying, but the objective was a worthy one, none the less. Citizens have been encouraged to attend and participate in the special group meetings. If they have not done so in large numbers, it has not been for lack of an invitation.

The governing body of the Institute of Government has passed through three stages. In the begin-

ning it included the accredited leaders of all groups of officials which had joined together to form the Institute. In later years it included three mayors, three county commissioners, the governor, and two other state officials. Finally, when the Institute was absorbed into the University of North Carolina, the membership of the board was increased to fifteen, the three units of the Greater University being allowed five members. The fifteenth member is Justice W. A. Devin of the State Supreme Court, who has been chairman of the Institute's Executive Committee since its organization.

The financing of the Institute has also passed through three stages. In the beginning, as well as in lean years ever since, it was financed out of the pocket of Professor Coates, its founder and director. Later, when the program showed it was worth a trial, a few citizens of North Carolina financed it for a five-year period of experimentation. Before this period was over cities and counties throughout the state had found its services worth enough to induce them to make an annual contribution. Now, in addition to service charges and private contributions, it gets a biennial appropriation from the state.

The Institute has now won the active backing and support of the University of North Carolina and a place as an integral unit in the University structure. In January 1942, the incorporation of the Institute of Government into the Extension Service of the University was approved by the University trustees and formally announced by the Governor.

From the beginning staff members

of the Institute have had a close relationship with the University. Director Coates has continued to teach in the University Law School; and at times members of his staff have taught courses in the University. During the fall quarter of the current year three staff members of the Institute taught classes in the Department of Political Science. Almost always there are staff members enrolled as graduate students in the University. Even before amalgamation people out in the state assumed that the Institute, since it was located at Chapel Hill, must be a part of the University. No longer will they have to be set straight if, in fact, there was ever any purpose in correcting the misapprehension. At any rate, the merger links the University in a working partnership with city hall, county courthouse, state department, and federal agency in professional training for the public service. Just as public officials have been coming to Chapel Hill for short courses arranged by the Institute, so the way should be cleared for students at the University, who are interested in the public service, to serve internships in city halls, county courthouses, and state departments.

#### Some Limitations

An honest appraisal of the Institute of Government demands mention of its limitations as well as its merits. In the first place, its activity does not diminish the need for other governmental research. This is not to discount the research done by its staff in preparing the guidebooks and magazine articles. The quality of both has been uniformly high, but the ma-

terial is strictly factual. There are no deductions, no recommendations. The Institute is not a research bureau in the accepted sense of the term.

The Institute does not take the place of citizen organizations. It invites and encourages closer coöperation and better understanding between citizens and officeholders, but the structure of its organization and the sources of its support weight its viewpoint heavily on the side of the officeholder. It believes in and labors for good government, but it wants the improvements to come from within. It believes that public servants can be inspired by demonstration and example to improve their techniques. It maintains that citizen crusading movements are usually short-lived and ineffective, whereas the development of ever-rising standards of administration by public servants is a permanent gain.

There is much evidence to support this thesis. Reform governments are rarely sustained long in office. On the other hand, new and superior methods of administration are constantly being suggested by those who are enmeshed in it. More good laws enacted by Congress and the state legislatures could be traced to the much-maligned bureaucrat than to the pompous legislator who takes the credit. The Institute relies on education of the officeholder as the most effective means of getting good government.

Granting the efficacy of this technique, it can be easily observed that it is more productive among appointive officers with indefinite tenures than among elective officers with fixed tenures. Professor Coates has

observed "that our form of government is forever being administered by beginners who do not always have beginners' luck, and that private business, operating in this fashion, would soon go broke." And he adds that public business may go broke unless these beginners are taught. But he does not admit that it is unnecessary to have so many beginners. The Institute has never declared for the short ballot, has never advocated a merit system, has never expressed itself in favor of county consolidation, or the council-manager plan. It declares that its purpose is not to advocate anything, but "to find facts, distribute them, and co-ordinate officials, citizens and the schools in a unified program for good government."

#### **No Champion of Reform**

Perhaps the Institute is right in its belief that it should not be an advocate, that it would lose its influence as a teaching agency if it supported particular reforms. But if that is the case, then there is a place for citizens organizations that will work for changes in the machinery of government. For it is too much to expect that associations of politically-minded officials will take any steps that might tend to undermine their own security. Moreover, the educational work which the Institute can do with such a group is extremely limited. Let me illustrate.

North Carolina is plagued with a swarm of justices of the peace in every county. Some are elected by popular vote of the township, some are appointed by the governor, and

great numbers are appointed by the legislature. A few are competent and useful; many are worse than a nuisance. The Institute may struggle patiently to elevate their standards and practices by educational processes, but everybody knows that the justice-of-the-peace court can never acquire a position of dignity and popular esteem until the number of justices is reduced to about one-tenth the present number, the qualifications are made higher, and the compensation is divorced from fees.

It may well be that the Institute, working as it does through officeholders, can ill afford to champion particular forms of governmental structure. To do so might weaken its influence as an educational and in-service training agency. Moreover, it may well be that improvement of government will come faster by training the administrators than by changing the machinery. That being true, the Institute is placing its emphasis in the right place.

But it would be wrong to accept faulty machinery, where it exists, as a permanent condition and make no attempt to do anything about it. In other words, there is a need in North Carolina, as elsewhere, for political leaders and civic organizations to agitate for structural improvements. The Institute is doing exceedingly well the work which it has assigned itself, and its effort has unquestionably raised the standard of administration in the counties and cities of the state. Its achievements should challenge the rest of us to display equal energy in the fields of political and civic action.

# Researcher's Digest: February

*Measurement applied by metropolitan consolidation; what the public is thinking on postwar problems; taxes and business reserves; South Dakota surveys local salaries.*

By MIRIAM ROHER

THE third and last of the measurement studies brought out by the **Bureau of Public Administration of the University of California at Berkeley**, and financed by Rockefeller Foundation funds, is *Fiscal Aspects of Metropolitan Consolidation*, Herbert A. Simon's meaty contribution to the literature on governmental measurement. This work combines the heart of what has been learned about the measurement of service, a stiff shot of economic theory, some neat reasoning, and a clever application to a practical situation.

What the author is trying to determine is what would happen to property values, taxes, and services if all the governmental units in any sizable metropolitan area were, as is urged by many students, consolidated. First he sets the theoretical stage by developing a theory of the incidence of the property tax which hypothesizes that equalization of tax differentials would work to the disadvantage of present property owners. Next, he sets forth techniques for measuring these governmental services which account for the largest share of the urban tax bill. Finally, he applies both his tax conclusions and his measurement techniques to a specific metropolitan area, the San Francisco Bay region.

Dr. Simon's conclusions may be a little surprising to those who see in metropolitan consolidation a means of equalizing tax rates, for he finds that such equalization might decrease property values in one city as much as 20 per cent, and increase property values in another little city by more than

10 per cent—which would be unfair to the owners. Rather, consolidation would be desirable chiefly because it would be a means of eliminating existing inequalities in the level of services in the various sections of the metropolis. Thus he advocates that consolidation, if undertaken, be accompanied by only a gradual equalization of taxes.

To follow this argument it is highly desirable to read the study, which is bulwarked by the most careful reasoning and considerable scientific evidence.

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## Opinions

Many are talking about postwar problems but is anyone actually *thinking* about them? The **National Planning Association** answers the question in an admirably concise pamphlet, *Public Thinking on Post-War Problems*, by Jerome S. Bruner, in which the results of public opinion surveys on all the chief problems are presented in striking charts, tables, and pithy commentary. There is an accompanying "Reader Ballot" for you to test your own views on the same subjects.

The same association has another recent pamphlet on *Business Reserves in Present Tax Law* which may carry less popular appeal but contains plenty of hard fact.

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## Salaries

R. F. Patterson of the University of South Dakota, the REVIEW's correspondent from that State, has analyzed for this department a survey recently made of current trends in municipal salaries by the **Business Research Bu-**

reau of the University of South Dakota in coöperation with the South Dakota League of Municipalities. The 292 incorporated municipalities of South Dakota were surveyed and 185 responded with the information requested. Professor Patterson reports the results as follows:

"There are sixteen towns in the state with a population of 3000. All but one of these reported increases in salaries both for full-time and part-time positions. In all of these towns the bulk of all increases went to such full-time city employees as librarian, water and light superintendent, street superintendent, police, and fire departments.

"In the group of cities with one to three thousand population, a few raises were reported for elective city officials, but here also most of the increases were given to laborers or full-time administrative employees.

"For the group of towns with less than one thousand population the same situation with reference to increases was also true. Of course, it is in this class of municipalities that the lowest salaries for both part-time and full-time employees are paid.

"There has been some evidence that some positions have either been eliminated or consolidated with others

making an increase possible in the positions which were retained. The survey should be of considerable value to the various municipalities of the state as a basis of comparison for the payment of comparable positions in South Dakota municipalities."

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## Research Bureau Reports Received

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### *Administration*

**Filing and Publication of Administrative Regulations.** Topeka, Research Department, Kansas Legislative Council, 1943. 34 pp.

### *Metropolitan Government*

**Fiscal Aspects of Metropolitan Consolidation.** By Herbert A. Simon. Berkeley, Bureau of Public Administration, University of California, 1943. 67 pp.

### *Public Opinion*

**Public Thinking on Postwar Problems.** By Jerome S. Bruner. Washington, D. C., National Planning Association. 36 pp.

### *Taxation*

**Business Reserves in Present Tax Law.** By E. Cary Brown and J. Keith Butters. Washington, National Planning Association, 1943. 26 pp.

# On the Local Front

Prepared by the Office of Community War Services, Federal Security Agency  
Mark A. McCloskey, Director

ZILPHA C. FRANKLIN, Editor

## *Restaurant Sanitation — A Wartime Problem*

**W**AR has changed the pattern of living for millions of persons. Crowded living conditions, poor housing particularly in war industry areas, the general dislocation of populations, and to some extent rationing, have all helped to increase the number of persons "eating out." With more than seventeen billion meals served annually at hotels and restaurants in 1942 and with some seven million persons eating at least one meal a day at drug store soda fountains, it is more essential than ever to the public health that eating establishments prepare and serve food under sanitary conditions.

Nearly everywhere operators of eating establishments are being called on to render additional service at a time when they are already suffering from shortages of both skilled and unskilled labor, the difficulty of obtaining high-grade provisions from their usual sources of supply, and from the scarcity of equipment and critical materials needed to keep equipment in repair.

From the point of view of state and local health officers, the enforcement of restaurant sanitation has been made more difficult by the loss of trained inspectors and law enforcement personnel to the Army and to private industry.

All these circumstances have combined to cause a breakdown in the sanitary methods formerly carried out by responsible restaurant operators. Unfortunately, these breakdowns have occurred in the very areas where the provision of properly prepared food is of primary importance—in war industry areas where workers must be fed and

in extra-cantonment areas where soldiers patronize local restaurants.

To obtain more complete knowledge of outbreaks of disease caused by drinking contaminated water and milk and by eating contaminated foods, the Public Health Service in 1937 inaugurated the first nation-wide survey for this purpose. The most striking fact revealed was that contaminated food caused the greatest number of such disease outbreaks.

In 1942 the number of disease outbreaks from food was more than twice the number reported from all other sources combined. Water supplies were responsible for 53 outbreaks, milk and milk products for 45, and food for 246. Practically every item which appears on an ordinary restaurant menu, with the possible exception of fresh fruits and vegetables, has been incriminated at one time or another.

Of the outbreaks reported by 28 states and the Territory of Hawaii, 30 per cent were in New York State alone, the second largest number was reported in Michigan, Pennsylvania was third, and Kentucky fourth. Diseases reported included dysentery, gastroenteritis, food poisoning, trichinosis, and typhoid fever. In the twenty remaining states, seemingly unaffected, it must be remembered that not all states report all of these diseases nor do all states carry on effective programs of investigation.

At the request of state and local health authorities, the Public Health Service is now sending mobile laboratories into hundreds of critical war areas to investigate the status of res-

restaurant sanitation. These mobile laboratories are equipped with facilities for testing the bacterial content of milk, water, and foods and for determining the efficiency of dishwashing and sterilization procedures. The units are staffed with technicians of the Service. The "housekeeping" of restaurants is also investigated.

To cite a typical example, in one extra-cantonment area, with a population of about 20,000, conditions were found to be appalling. Unswept floors, stoves coated with grease and dirt, food stored on exposed shelves, dishwashing done in old-fashioned dishpans, and dishes dried with dirty towels characterized a type of restaurant only too frequently encountered.

In this community there was no local restaurant ordinance and enforcement of statewide regulations was of a half-hearted, sporadic nature.

In other communities surveyed large air-conditioned establishments were found where the dining rooms were clean and well managed, but whose kitchens presented a sadly contrasting picture. Many large chain cafeterias with modern dining rooms which attract a good class of clientele by their pleasant exteriors, when investigated back stage are guilty of numerous flagrant violations of even the simplest sanitary precautions.

When interviewed restaurant operators were unanimous in placing the blame on scarcity, turnover, and inefficient help. Still others complained of the unavailability of essential equipment. These complaints are to some extent legitimate. And yet there are restaurants whose operators in the face of the same problems, by extra effort and ingenuity, manage to run establishments which are a credit to their communities.

The basic need in many of the restaurants surveyed is simply one of good housekeeping—getting rid of rubbish

and litter, provision of proper storage space for food and utensils, adequate refrigeration, and the liberal use of soap and hot water. Proper training of low-paid employees presents somewhat greater difficulties.

### Health Department Program

From the standpoint of health authorities, the solution of the problem lies in the adoption of a sound restaurant sanitation ordinance backed up by machinery for enforcement. In many instances, where some form of state, county, or local ordinance does exist, there is at this time a lack of trained inspectors and sanitarians to carry out the work. The Public Health Service has now undertaken to meet this need through its expanded restaurant sanitation program which provides training for sanitary inspectors as well as education for restaurant operators and food handlers. One important phase of this work is the establishment of a definite program in state health departments for the promotion and supervision of local restaurant sanitation.

The essential features of a health department restaurant sanitation program briefly include: (1) Enactment of an adequate local ordinance, (2) conscientious enforcement of the ordinance, (3) in-service training of sanitation personnel, (4) instruction of restaurant operators and food handlers, and (5) constant encouragement of good housekeeping, simple cleanliness, and the use of soap and water.

A model ordinance for local adoption has been drawn up by the U. S. Public Health Service.<sup>1</sup> This recommended basic ordinance may be enacted with such modifications as state and local health authorities deem advisable.

<sup>1</sup>*The Ordinance and Code Regulating Eating and Drinking Establishments* (Public Health Bulletin No. 280), for sale by the Superintendent of Documents, U. S. Government Printing Office, Washington, D. C. Price 20 cents.

Enforcement is, of course, the responsibility of state and local authorities. In extra-cantonment areas, the Army may and often does step in and declare an establishment "off limits" for Army personnel. This brings to the notice of the general public the fact that the place is not fit to eat in. In communities where there are no Army officials to wield a "big stick," the various citizens' organizations can, in the interest of public health, bring pressure to bear on both indifferent local officials and on irresponsible restaurant operators. They can demand the adoption of a restaurant sanitation ordinance followed by rigid enforcement.

### Training Courses for Personnel

Today the process of education must often begin with sanitation personnel, as health departments have had to recruit and utilize inexperienced persons to work as sanitary inspectors. Consequently, training courses have been instituted in many places. The Public Health Service has assisted state and local health authorities in organizing and conducting such courses, providing expert instructors and educational materials including literature, motion pictures, strip films, posters, and exhibits.

Eighteen such regional sanitation seminars have already been held and more are to follow. A feature of these seminars is a demonstration of a food handlers' course. One such seminar, held in Roanoke, Virginia, in August 1943, was attended by nearly two hundred persons, including sanitarians from health departments in four states and the District of Columbia, as well as representatives of the Army, Navy, and several interested federal agencies.

In October, milk and food specialists of Public Health Service District No. 4 conducted a school for restaurant employees at Memphis, Tennessee, in co-operation with the Memphis-Shelby County Health Department, the Mem-

phis Chamber of Commerce, and the Memphis Restaurant Association. Nearly 4,600 persons attended, including employers and employees, representing 829 eating and drinking establishments. This was the largest school so far conducted by the Service.

The course consists of three sessions. The subjects studied include bacteriology and communicable diseases, food poisoning and spoilage, refrigeration and storage of food, personal hygiene and sanitation, and the cleaning and sterilization of utensils. Each food handler who successfully completes the course is given a card, called a handler's pledge, to be signed by the recipient. Each establishment which sends at least a 75 per cent representation of its employees to the school, receives for display a "Restaurant Personnel Training Certificate" signed by the local health officer.

By the end of June 1943, the Public Health Service's *Ordinance and Code Regulating Eating and Drinking Establishments* was in effect in 227 municipalities and 133 counties in 29 states and in Alaska. It was also being used as the basis for state regulations in seventeen states. Seventeen milk and food supply specialists are on duty in eight Public Health Service District offices and nineteen others have been assigned to states.

The need is obviously for wider adoption of the ordinance or codes based on it, followed by rigid enforcement and an educational campaign that reaches all those concerned with serving food and drink to the public.

The difficulties presented by wartime restaurant sanitation are grave, but they are not insurmountable. The history of sanitation is one of hard-won achievements. Behind these achievements have been resolute health agencies, necessary local ordinances properly enforced, and the support of an enlightened public opinion.

# Contributors in Review

**DIRECTOR** of the Division of Coördination and Research for the New York City Department of Investigation from 1938 until late 1943, **Harold Seidman** (*City Hall Looks to the Colleges*) was in charge of the development and direction of the internship program of which he writes. He is now senior administrative analyst with the Division of Administrative Management of the U. S. Bureau of the Budget. Dr. Seidman, who received his Ph.D. from Yale University, is author of several books including *Investigating Municipal Administration* (1941), the story of the work of the New York City Department of Investigation, and *Labor Czars* (1938).

**A MEMBER** of the executive committee which drafted the one-house constitutional amendment for Nebraska, and an active participant in the campaign for its adoption, **John P. Senning** (*Unicameralism Passes Test*) was chosen advisor to the 1935 House and Senate unicameral committees selected to consider bills putting the amendment into effect. In the latter stages of the legislation, he was also made adviser to the joint committee of conference which reported the final measure. Professor Senning, who teaches political science at the University of Nebraska, has watched the development of the one-house experiment closely. He is author of the volume, *The One House Legislature*, as well as numerous articles on the subject.

**FOLLOWING** his graduation from Texas Agricultural and Mechanical College in 1915, **V. R. Smitham** (*Dallas Prepares for the Future*) was a railroad, later a highway, engineer. He took his master's degree in civil engineering at the same college in 1926, specializing in city management. Since that time, except for the period from 1934 to 1941 when he was state director of the Farm Security Administration in Texas, Mr. Smitham has been in the city manager field, serving in Lufkin, Big Spring, and Wichita Falls, Texas. He is now acting manager for Dallas, second largest city under manager government in the Lone Star State.

**EXCEPT** for two leaves of absence to enter federal service, **Paul W. Wager** (*A North Carolina Experiment*) has been with the University of North Carolina since 1926. In 1930 and 1931 Dr. Wager was taxation economist for the U. S. Forest Service; during 1934-1937 he acted as regional chief of the Land Use Planning Section, Resettlement Administration, later the Bureau of Agricultural Economics. He was consultant for the Land Committee of the National Resources Planning Board until its abolition last year. Dr. Wager is author of books and articles dealing especially with county government, and is one of the sectional editors of *The Municipal Yearbook* issued by the International City Managers Association. At present he is teaching political science to Naval and Marine Reservists as well as to civilians.

# News in Review

## City, State, Nation

*Edited by H. M. Olmsted*

### Voting by Service Men and Women Stirs States' Rights Controversy

#### *Poll Taxes and Politics Other Disturbing Factors*

**W**ORLD-WIDE armed conflict, with over 11,000,000 American men and women expected to be in many parts of the globe by election time, has brought into sharp relief the many differences in elective qualifications and procedures of the 48 states as obstacles to widespread voting in the armed services. Congressional division reflected the states' rights controversy and other political considerations. President Roosevelt's message of January 11 warned that a great majority of the service personnel would be prevented from voting if election machinery is left exclusively to the states under existing state laws.

The Green-Lucas servicemen's absentee voting bill, sanctioned by the federal administration, attempted to streamline absentee voting procedure by a program, under supervision of a U. S. War Ballot Commission, to enable ballots to be cast at the various fronts, far and wide, for president, vice-president, and Congress, and transported by air to local precincts for counting. Requirements for personal registration in advance of voting, payment of poll taxes as prescribed by some states, and the use of ballot forms set up by state election authorities were to be waived for servicemen during the war.

In December, after six days of effort in amending the bill, the Senate discarded it and through a combination of Republicans and southern Dem-

ocrats enacted by a vote of 42 to 37 the Eastland-McClellan-McKellar substitute which leaves balloting by the armed forces under state laws and election officials. All senators from the eight poll-tax states who were present supported the substitute. Instead of setting up a federal commission the Senate merely recommended to the states that they enact legislation to enable all eligible absentees to vote. The states were asked to furnish post-card applications for absentee ballots, the cards to be delivered to the Secretary of War and the Secretary of the Navy for distribution to the forces, and the secretaries were to coöperate with state officials and agencies in regard to the voting.

The substitute was denounced as rendering impossible the casting of a large soldier vote. Its sponsors claimed that the proposed federal control was unconstitutional. The controversy showed indications of much thought being given to political speculation as to the possible outcome of voting by the armed forces.

On January 5 the war and navy secretaries outlined the extent of army-navy coöperation considered possible as to any plan for voting by members of the services. They announced their desire to assist and encourage voting so far as compatible with military obligations, but stressed the difficulties of administering the diverse procedures of 48 states as to 11,000,000 servicemen all over the world. They stated that the following provisions could not be effectively administered by the army and navy, having regard to their primary function to wage victorious war:

1. Provisions that the services furnish to officials of a state the names, serial numbers, and military addresses of servicemen voters of the state, or data as to military or naval establishments at which located.

2. Provision that the state appoint agents to take action at military or naval establishments as to voting; designate a particular day or period for the voting; provide any particular voting procedure other than the secret marking of ballots; furnish to the services particular state instructions to be posted, or, except as personal mail, any literature, instructions, official forms, or application for ballots, or state absentee ballots; or provisions that conflict with the mechanical requirements of federal law.

They urged that ballots for outside the United States be mailed at least 45 days before the election, and recommended that there be uniform legislation as to mailing time, application forms, and bulk and weight limits for voting material.

By January 3 the governors of three states—Georgia, West Virginia, and Illinois—had called special legislative sessions to arrange for soldier voting. Congress had not finally acted, however, and there was no uniform guide to legislation. Various measures were recommended, including the proposal of Governor Arnall of Georgia, to abolish the poll tax for voting by men and women in the services.

On January 14 the Elections Committee of the House of Representatives voted seven to five against the federal ballot plan and favored leaving the matter to the states.

Senator Scott W. Lucas of Illinois, co-author with Senator Theodore F. Green, Rhode Island, of the initial proposal, revised the provision for a federal ballot commission to make it purely administrative, without investigative powers and without the requirement that local election officials account to it for ballots received. The Senate Committee on Elections voted twelve to two for such a bill on Janu-

ary 20. But the chances of large-scale soldier voting remain dubious.

### ***New Jersey's 1944 Constitutional Convention Gets to Work***

The New Jersey legislators who assembled in Trenton on January 11 met as two different bodies: the 168th Legislature of the State of New Jersey and the 1944 Constitutional Convention of New Jersey. A week later Governor Walter E. Edge, in his inaugural address, reported on the work of three unofficial committees of Republican members which he had commissioned to do "spade work in preparation for the meeting of the legislature."

The Governor summarized "certain basic principles" that had guided the unofficial committees. These included recommendations: (1) to establish a unified court system consisting of a Supreme Court of seven judges and a Superior Court, merging the present law, equity, and probate courts; the chief justice to be the administrative head of the entire system and judges to be given life tenure;

(2) to increase and define the executive authority by extending the term of the governor to four years, strengthening his veto power, giving him full power "over the appointment or approval of all state administrative officers" subject to confirmation by the Senate "within a reasonable and stated period of time"; the legislature to be forbidden to make any appointments except treasurer, comptroller, and auditor; the governor still to be forbidden to succeed himself;

(3) to strengthen the legislative process by extending terms of assemblymen and senators to two and four years respectively, by increasing their pay to at least \$1,500 a year, and "preferably" by limiting regular sessions to 90 days every two years;

(4) to improve state financial pro-

cedures by requiring a single state budget and eliminating most dedicated funds;

(5) to provide for reorganization and consolidation of administrative departments by giving the governor power, subject to legislative veto, to transfer functions of any department to another.

Governor Edge declared that public hearings should be held "upon completion by the legislature of the revised draft." For the purpose of completing that draft, the legislature has added four additional members, including two minority members, to each of the three unofficial committees already at work. Thus a majority of the 81 members of the two houses belong to these committees.

The principles outlined by Governor Edge closely follow the recommendations of the 1942 Hendrickson Commission on Revision of the New Jersey Constitution. The chief difference was his rejection of the proposal to specify nine administrative departments in the constitution.

When public hearings get under way, the New Jersey Committee for Constitutional Revision can be expected to support most of the positive recommendations of Governor Edge and the legislative committees. This citizens committee, which carried the ball for the "Yes" vote last November, met weekly while the unofficial legislative committees were working. Among the differences between their proposals and the ones outlined by Governor Edge are: (1) recommendation that the governor be permitted to succeed himself; (2) rejection of the plan for biennial sessions; and (3) recommendation that the number of state departments be limited to twenty.

Other probable differences between the proposals of the citizens committee and those of the legislative com-

mittees include: (1) a method for amending the constitution which does not depend upon a two-thirds vote of the legislature; (2) provision for a periodic vote on the question of constitutional revision; (3) provision for a "stand-in" for the governor appointed by himself in place of the president of the Senate; (4) provision for municipal home rule; (5) slight changes in language which would eliminate present blocks against the adoption of proportional representation or the election of assemblymen by single-member districts; (6) provision that any bill which passes one house of the legislature may upon order of the governor be submitted to a referendum vote; and (7) elimination of county officers from the constitution.

Early in January constitutional revision weathered two attempts to obtain judicial review of its validity. Supreme Court Justice Porter denied the first application for review on the ground that the people having authorized revision, the matter is now a political rather than a judicial question. Part Two of the Supreme Court later denied a similar request on the narrower ground that it had no technical right to interfere with the mere certification by the Secretary of State to the legislature of the referendum vote. The opinion of the Supreme Court appeared to leave the door open for a possible attempt at a later time to enjoin submission of the revised constitution to the people, but the best judgment seems to be that such an attempt if made will almost certainly be unsuccessful. In any event, Governor Edge in his inaugural address promised: "I shall resist with every resource at my command any and all efforts to nullify the will of the people."

JOHN E. BEBOUT,  
*Executive Vice-President*  
New Jersey Constitution Foundation

### ***Legislative Research Committee Functions in Missouri***

The 1943 legislature of Missouri established a permanent joint Committee on Legislative Research, composed of ten senators and ten representatives, with offices in the state capitol in Jefferson City. The law prescribes that no major party shall have more than six senators and six representatives on the Committee. The Committee is to provide a research and reference service on legislative problems for members of the legislature, and upon written request shall make investigations into legislative and governmental institutions of Missouri or other states, shall cooperate with any interim legislative committee or commission created by the legislature, and shall draft or aid in drafting bills, resolutions, memorials, and amendments. It thus has some functions of the legislative council of certain other states.

The Committee also maintains the legislative library, and has charge of the Senate and House Chambers and legislative offices. Thirty thousand dollars was appropriated to it for the biennium. Charlton F. Chute, director of the St. Louis Governmental Research Institute, has been given leave of absence to become the committee's first director of research.

### ***Twenty-one States Permit City Postwar Reserves***

Municipalities now have authority to establish postwar reserve funds<sup>1</sup> in 21 states according to a report by the Municipal Finance Officers Association; thirteen states authorized such funds in 1943. Several states that enacted such legislation before 1943 broadened their statutes last year.

Massachusetts, for example, extended

the authority to include districts and counties in addition to cities and towns, and now permits establishment of funds equal in amount to 5 per cent of total valuation, instead of the former limit of 1/10 of 1 per cent.

In general, under provisions of the various state laws, municipal reserve funds may be created by vote of the local governing body, by vote of the electorate, or by vote of the governing body approved by the voters. In North Carolina the reserve fund ordinance must be approved by the Local Government Commission.

Major sources of reserve funds are budgetary appropriations supported by annual tax levies and unencumbered balances of the general fund. Statutes usually specify the maximum amount of any special annual levy, and in Nebraska and North Dakota the special levy is limited to ten years and two years respectively.

Several states in addition to the 21 permit municipal reserve funds under home rule charter provisions, or the purchase of United States bonds with unused balances.

### ***Judicial Election Reform Suggested for New York***

Changes in methods of nominating and electing judges have been proposed in New York State, largely as a result of the Aurelio case, where a bipartisan judgeship candidate in New York City, repudiated by both parties after charges of racketeer connections, was nevertheless successful in a three-cornered election.

Suggestions for appointment by the governor have come from various quarters. As this would require constitutional amendment, be a drastic departure from precedent, and invite political difficulties, the Citizens Union of the City of New York advocates a plan, acknowledged to have been conceived

<sup>1</sup>See, NATIONAL MUNICIPAL REVIEW, July 1943, p. 392; September 1943, p. 450.

by the City Club, which includes the following:

1. Nominations by the governor, before any other nominations are made, for all constitutional court positions, the governor's nominees to be so designated on the ballot.

2. Opportunity for candidates in opposition to the governor's nominees to be put on the ballot only by petition.

3. Election without party designations of all elective judges.

Governor Thomas A. Dewey, in his message to the legislature, proposed that each of the nine judicial districts of the state determine by referendum how they would select their judges. This would involve a constitutional amendment to permit appointment, if desired, as to judges now elective under the constitution. It is assumed that election would continue to be the method outside of the large cities, inasmuch as the governorship has been held by Democrats more often than by Republicans, and the small cities, villages, and rural districts, which are mostly Republican, would hardly relish judicial appointments by governors of the other party.

The development of some plan of preferential voting, to prevent election of candidates who, like Aurelio, obtain only a minority of the vote, has not made noticeable progress.

### ***Florida to Vote on Amendment Repealing Uniform Charters***

The Florida legislature in 1943 approved the following constitutional amendment, for submission to popular vote at the 1944 general election:

Section 24. The legislature shall establish a uniform system of county and municipal government, which shall be applicable, except in cases where local or special laws are provided, or may hereafter be provided, by the

legislature that may be inconsistent therewith.

The Florida League of Municipalities at its conference on December 8 endorsed the amendment, stating that it would repeal existing "inoperative, impracticable, and unworkable" constitutional requirements of uniform municipal charters based on population classifications, and would preserve for local communities the "right to have municipal legislation affecting them, their governments, and their particular needs and problems considered and made through representatives of their own choice."

### ***Merit Systems Advanced in 1943***

Twelve cities and three counties adopted civil service laws in 1943, one state and one county extended civil service, and four states reorganized their civil service systems, according to the Civil Service Assembly. The cities were Hazel Park, Michigan, Kenosha, Wisconsin, San Mateo, California, Harvey and Jacksonville, Illinois, and the New Jersey municipalities of Linden, Hamilton, Lakewood, Long Beach, La-valette, Seaside Park, and Seaside Heights. The merit system for the New Jersey cities will be administered by the State Civil Service Commission. Counties establishing civil service agencies include Fresno County, California, Fulton County, Georgia, and Davidson County, Tennessee.

The Civil Service Assembly states that there are approximately 1,180 governmental jurisdictions in this country in which civil service programs are in operation. They include 936 cities, 184 counties, the 48 states, the federal government and eight miscellaneous governmental units. Although only 21 states have statewide merit systems, each of the other 27 has one or more departments under a merit system.

### **Council-Manager Plan News**

Twenty-five years ago last month the first periodical publication devoted entirely to the city manager movement began as the *City Manager Bulletin*, mimeographed organ of the City Managers' Association, then five years old. It was edited by Harrison G. Otis in New York. In January 1922, the *Bulletin* began to be printed, with Paul B. Wilcox as editor, at East Cleveland, Ohio. A year later the name was changed to *City Manager Magazine*, and its scope was enlarged. John G. Stutz, Lawrence, Kansas, was editor. In September 1924, the Association added "International" at the beginning of its name, and in January 1927, the magazine further broadened its scope and appeal, under the name of *Public Management*. In June 1929 the magazine moved to Chicago, with Clarence E. Ridley as editor.

Twelve cities were added to the official list of the International City Managers' Association in 1943, bringing the total in the United States to 555 cities and seven counties. With eighteen cities in Canada, five in Ireland, and one in Puerto Rico the grand total at the end of the year was 586. Nine municipalities adopted manager plans in 1943: by charter, Thomasville, Georgia; Blaine and Norway, Maine; Las Vegas, Nevada; Ishpeming, Michigan; and Sweet Home, Oregon; by ordinance, Lehigh, Pennsylvania; Crystal and Hubbard, Texas. Three other cities that had previously adopted the plan were added to the official list in 1943: Sylacauga, Alabama; Bloomfield Hills and Marysville, Michigan. No cities voted on abandoning the plan in 1943; Bloomfield, Connecticut, which had voted in 1942 to abandon it decided in 1943 to continue it. Eleven municipalities defeated manager proposals.

On January 4 **Rapid City, South Dakota**, voted against abandonment of the manager plan.

**Skowhegan, Maine**, will consider the manager plan at its annual town meeting in March.

**Neosha, Missouri**, now a third-class city, will vote on the manager plan February 15.

Mayor Walter P. Richter of the borough of **Milltown, New Jersey**, in his New Year's message recommended to the borough council that it give serious consideration to the employment of a person to whom could be delegated the supervision of many borough activities, including the care of streets, public buildings, and parks.

Mayor Elisha Large of **Eugene, Oregon**, has been authorized to appoint a charter commission of seven members to draft a manager charter, for submission to the voters in May or November of this year.

In **Seattle, Washington**, the city council has appointed a committee of two to report on past attempts at charter revision in that city, particularly that of 1926, when a freeholders commission was elected to prepare a new charter. At the same election a manager plan sponsored by the Seattle Municipal League was defeated by only 111 votes. The commission prepared a charter calling for a council of fourteen nominated by districts but elected at large; it was to appoint a manager and three commissions—police, civil service, and welfare. The manager was not to be given control of budget-making or purchasing. The mayor, comptroller, treasurer, and corporation counsel were to be elected. This charter was defeated by 10,000 votes in November 1926.

In **Santa Monica, California**, Ray E. Schafer campaigned for mayor on a city manager platform against the incumbent Mayor L. E. Murray, but was defeated on December 7 by a vote of 6,483 to 3,021 (not including absentee ballots). About half the registered voters

took part. Mr. Schafer was supported by the New Charter Committee and promised to appoint an official committee to draft a manager charter. The election, however, was not an out-and-out vote on the manager plan. *Santa Monica Topics* on December 10 stated editorially that the need of a new city charter remains and that the mayor had promised coöperation with a citizens' committee. The city now has the commission plan, with three commissioners.

**Independence, Oregon, and Texas City, Texas,** are showing interest in the manager plan.

In December twelve city managers of Georgia met in Atlanta, and 21 Florida managers held a luncheon and discussion session in Jacksonville, at the meeting of the Florida League of Municipalities.

Sixteen Oklahoma managers met in Oklahoma City at the convention of the Oklahoma Municipal League.

### ***Baltimore Sees Prospect of Charter Revision***

Following the announcement by Mayor McKeldin of Baltimore, of his intention to appoint an official commission to revise the city charter, the unofficial Charter Revision Committee formed in 1941 offered its coöperation to the Mayor and the proposed commission. The committee, headed by Dr. C. I. Winslow, president of the Citizens League of Baltimore, was created under the auspices of the Real Estate Board, the Women's Civic League, the Mt. Vernon Improvement Association, and the Citizens League.

The mayor has suggested various charter changes, including elimination of unnecessary bureaus, centralizing responsibility for administration of the park system, etc., but the Citizens League in its *Citizens Bulletin* urges that there be a real sifting of the merits

of the various tested forms of municipal government. Some members of the Charter Revision Committee have endorsed the council-manager plan, but the majority have not taken a position on that issue.

The League points out the need of basic reform, especially as the present city council of eighteen members is entirely Democratic, although the former Democratic mayor was replaced at the last election by a Republican. The *Bulletin* asserts that under the present charter it is virtually impossible for a Republican to be elected to the council, that the council has no active and watchful minority and is dominated by unofficial political leaders, while under proportional representation one-third of the council could be expected to be of the opposition party and provide a salutary influence. The advantage of a professional city manager, with power of appointment of city employees, was urged as a remedy for the spoils system, provided that a higher type of council is secured than under the existing ward system.

### ***Awards in Massachusetts Town Report Contest***

The Massachusetts Selectmen's Association has announced the results of its 1942 annual town report contest. Silver cups for first places in various population groups were won by the following: towns of over 5,000 population, Dartmouth; 1,000 to 5,000, Williams-town; under 1,000, Charlemont. Special mention was accorded to towns in various groups for the best Selectmen's report, best financial report, best charts and graphs, and most attractive cover.

### ***District Meetings of Minnesota Municipal Officials***

Thirteen regional conferences of municipal officials were held in Minnesota

in the latter part of 1943 under the auspices of the State League of Municipalities. They had a record attendance of 615 from 160 municipalities, together with 130 county officials, several state highway department officials, and a number of members of the legislature.

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### ***Five Regional Planning Institutes Held in Michigan***

Sponsored by the Michigan Planning Commission in coöperation with the Michigan Municipal League and Michigan State College, five regional planning institutes were held toward the end of 1943 in different parts of the state and were attended by over five hundred city, village, and county planners. The purpose was to encourage immediate action on the part of local public officials in preparing public improvement programs, with emphasis on the employment problem during the postwar conversion period.

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### ***Collection of City Refuse a Wartime Problem***

A survey of the refuse collection departments of 103 cities in the United States and Canada, by the Committee on Refuse Collection and Disposal of the American Public Works Association, shows that equipment shortages, manpower problems, inadequate disposal facilities, and difficulty of salvage operations are major problems of the war.

Only 38 per cent of the cities consider their equipment adequate and 73 per cent already have made more or less detailed estimates of future needs, including proposed capital outlays totaling \$8,600,000 principally for refuse collection equipment. A total of 296 trucks were secured by this group of cities in 1943, but they are generally rebuilding

and repairing municipally-owned equipment, with considerable ingenuity.

Twenty-three per cent of the cities reported increases in the work week, while 76 per cent granted wage increases for employees ranging up to 30 per cent during the last twelve months. Other steps taken included use of younger or older inexperienced labor and reduction of service.

More than one-fourth of the cities reduced the frequency of collections; 15 per cent changed the location of refuse containers, either from the alley to curbstone or from the house to the alley to save time in picking up refuse; and 31 per cent changed to new types of containers. Practically all refuse collection departments in these cities engage in tin can salvage at various intervals.

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### ***Utility Rates Not Dependent on "Value"***

In validating a reduction of \$3,609,857 in wholesale natural gas rates charged by the Hope Natural Gas Company of West Virginia, the United States Supreme Court on January 3 overruled a lower court decision that the rates should have been based on so-called "fair value," including consideration of reproduction cost, instead of on actual cost, less depreciation, as used by the Federal Power Commission.

The high court said, "The heart of the matter is that rates cannot be made to depend upon 'fair value' when the value of the going enterprise depends on earnings under whatever rates may be anticipated." It held that the total effect of the rate order was not unjust and unreasonable, that the method used was not controlling, and that the order should stand. There were three dissents on points other than reproduction cost.

## Citizen Action

### New Citizen Group for Los Angeles

#### *Complete Registration First Aim of 'Government Research'*

WITH its organization completed, Los Angeles' new Government Research, Inc., has launched its first project, an effort to encourage the complete registration of the voters of the community.

Calling itself "A Better Government League," the group is defined as a "non-partisan, fact-finding organization which is on the job day by day to achieve integrity, efficiency, and economy in local government." It is run by a board of 21 representative business men, professional men, and labor representatives and a Women's Council of eight. Membership "is open to every citizen who seeks closer contact with his elected officials, factual information on local government, and greater participation in the democratic process."

The organization lists as its specific activities: candidate investigation; city, county, and school district programs; city, county, and school district budget and finance; civil service; legislation; law enforcement. It plans to issue periodic bulletins, press releases, voters' guides, etc., and from time to time to conduct forums. It expects to secure its information by having members of its staff attend meetings of the Board of Education, City Council, and County Supervisors; through research and through investigation carried on by committees and staff members.

John R. Richards, a member of the Los Angeles City Board of Education, is president of Government Research, Inc.; Cecil L. Dunn, acting chairman of the Department of Economics at Occi-

dental College, is executive secretary. The membership of approximately 750 is being expanded under the guidance of the Membership Committee, headed by Rev. Dr. James W. Fifield, Jr., original sponsor of the organization.

#### *A Nonpartisan, Non-Axe-Grinding Lobby*

Through its secretary, its staff, and its hard working volunteer Committee on Legislation the **Citizens Union of the City of New York** is endeavoring this year to put through the state legislature a nineteen-subject program of measures to improve the structure and functioning of New York's state and city governments.

Some of the points in the program will be carried out in bills drafted by the Union's counsel or secretary, some will be made effective through support of bills introduced or drafted by others, and some are merely "preventive," involving strong opposition to certain types of legislation which the Union knows from past experience will be pushed by special interest groups.

One of the most important bills drafted by the Union for introduction in the legislature is a measure which developed from the Flynn paving block case, when Bronx Commissioner of Borough Works Robert L. Moran retired on a full pension after being identified by a grand jury presentment as the official in charge of laying city-owned paving blocks with city labor on the private estate of political leader Edward J. Flynn. The bill provides that public employees guilty of fraudulent practices shall be deprived of the part of their retirement allowances contributed by the public.

Another major point in the program in the drafting of which the Union co-operated is a measure to permit constitutional amendments to be put on the ballot by petition. This proposed

amendment to the New York State constitution is more carefully safeguarded than the provisions in the eleven other states which now use this method of popular government control. It would require two petitions instead of one, the first to bring an amendment before the state legislature, the second to bring it before the people if the legislature refuses to submit it or to offer a satisfactory substitute.

Another extremely important item on the program is one which would abolish party lines on the voting machines so that the voter would have to consider each candidate as an individual instead of being able to vote by party rows as he does at present. The need for such a change was emphasized this year by the election of Judge Aurelio, whose nomination both the major parties tried to withdraw. Despite the unfavorable publicity he received he was elected by the numerous voters who are trained to vote straight across a party line without even looking at the individual candidates.

### Changes in Judiciary

In addition to this suggestion for a Massachusetts ballot the Union devotes a whole section of its program, comprising twelve points, to the improvement of the judiciary.<sup>1</sup> The points include: nominations by the governor, before any other nominations are made, for all constitutional court positions, the governor's nominees to be so designated on the ballot; election without party designations of all elective judges; a constitutional amendment to permit the state's highest court, the Court of Appeals, to remove judges for cause or to retire them for physical or mental disability.

Some of the other topics covered by the Union's program are: preservation

of civil service standards, housing, preservation of civil liberties, popular initiation of charter amendments, provisions for future reapportionments of legislative districts, education improvements, and control of outdoor advertising.

In addition to working for the items on this program the Union's secretary, who represents the organization at Albany, and the minutes of the Committee on Legislation will inform the legislators of the committee's attitude on hundreds of bills which will be considered by the legislature.

ELEANOR C. TANZER,  
*Assistant Secretary*

Citizens Union of the  
City of New York

### **Chicago City Club Suggests Citizenship Ceremonial**

The Board of Governors of the Chicago City Club has recommended to the judges of the U. S. District Court and the Circuit Court of Appeals of the seventh circuit that proceedings in connection with the conferring of citizenship on aliens and others be made more impressive.

The War Effort Committee of the Club has come to the conclusion that the present procedure is frequently too perfunctory and might therefore prove an anticlimax to the candidates who, after several years of waiting, finally achieve the honor and privilege of becoming United States citizens.

In writing to the judges, President Herman L. Ellsworth called attention to the fact that many of the applicants come from countries where elaborate ceremonies are traditional, and it is therefore natural that many of them expect that an occasion of such significance will be marked by a ceremony of unusual impressiveness.

The Board recommended that as a minimum requirement two features be

<sup>1</sup>See also p. 90 of this issue.

made a part of every induction proceeding: (1) that the Clerk of the Court read the oath carefully and distinctly and that he require the repetition of the oath by the candidates, and (2) that the Court or some person designated by the Court give a short address appropriate to the occasion.

In addition the Board recommended that steps be taken by the judges to arrange for bi-weekly meetings to be held in a large hall or assembly room, where a program of several hours' length could be presented. This could include the induction ceremony, thus taking the place of the present courtroom proceedings, or it could be an additional program, with patriotic music and a lengthier address than can be included in a courtroom procedure.

### **Party Politics Discussed in Illinois League Pamphlet**

The **Illinois League of Women Voters** has issued a revised edition of its *Political Parties—Their Organization and Influence*.<sup>1</sup>

The pamphlet's first chapter, "The Party at Work," dwells on the machine aspects of party organization. "It succeeds because it is organized while the general public is not," reply the authors to their own question, "Why does the 'machine' . . . usually capture office regardless of candidates with unsavory records and administration of public affairs far from satisfactory?" "If they [the parties] are here to stay," they conclude, "the sensible thing to do is to study them, work with them, have a part in their management, and eliminate, so far as possible, their evils and abuses. . . . We should endeavor to improve them so much that they will prove a vehicle for carrying out the popular will rather than the will of an entrenched group."

Other chapters include a study of the

political party in Illinois, forces that make political parties, and the national nominating conventions. The pamphlet concludes with a general bibliography and several "projects." The reader is given a series of questions to answer; a form entitled "Know Your Precinct," on which he may fill in his precinct and ward numbers, names and other data of party officials, etc.; and another, "Your Party Directory," with spaces for listing names, addresses, etc., of ward, county, state, and other committeemen, with their voting records.

Material was prepared by a committee consisting of Mrs. W. W. Ramsey, chairman, and Mrs. George Collins, Mrs. Will Lyon, Mrs. Raymond S. Simons, and Mrs. Eric W. Stubbs. The recent revision is by Mrs. C. H. Thomas.

### **Here and There**

#### ***With the Women Voters***

The **National League of Women Voters** will hold its biennial convention in Excelsior Springs, Missouri, April 25-28. Thirty-five state and six hundred local leagues will participate.

Local Leagues of Women Voters in **Racine, Green Bay, Superior, and Madison, Wisconsin**, are using the radio as a means of communicating with voters.

In **Connecticut** the **West Hartford League** reports 64 new members. The membership chairman's philosophy is that "All women of voting age should be given an opportunity to join." The **New Britain League** recently visited police headquarters at the invitation of Chief William C. Hart. The **Stamford League** is sponsoring a series of "Know Your Town" forums, meeting monthly at the Public Library.

The **Illinois League of Women Voters** has a "Five Year Plan"—a revision of the state's constitution. "War brings in its train a host of reconstruction problems," states Lolita E. Bogert in a

<sup>1</sup>Chicago 1943, 37 pp. mimeo., 15 cents.

recent issue of *The Illinois Voter*. "These will be difficult enough to adjust, even with a state constitution in resilient health. When it has suffered for years, as ours has, from hardening of the arteries, breakdown will be threatened." Even with every step of revision accomplished without a hitch, it will be five years before a revised constitution can be secured.

The **Minnesota League** reports a new local league in **Paynesville**. The recent fall conference of **Minnesota college leagues** was held in Minneapolis. Colleges represented included Mankato, St. Cloud, Winona State Teachers, Hamline, Macalester, and St. Catherine. Other colleges planning to continue with their organization this year are those of St. Olaf, Bemidji, and Carleton.

February 15 and 16 are the dates set by the **New York State League** for its annual legislative conference at the state capital, Albany. The conference will feature a panel discussion, "That's Where My Money Goes," with State Budget Director John Burton, representatives of the legislature and the public participating.

\* \* \*

### **Good Government**

As evidence that Yonkers, under its city manager-proportional representation charter, is getting good government, the *Bulletin* of the **Committee of 100** presents the fact that "The sale on November 23 of \$1,000,000 short term notes to the First National Bank in Yonkers, [was] for the exceptionally low rate of .38 per cent."

\* \* \*

### **Active Voters**

The **Municipal League of Seattle for Governmental Research** continues its campaign to secure a large registration of voters. Five thousand posters urging Seattleites to "Register Now" have been sent to members and to stores, offices, factories, apartment houses, and public

buildings. The posters contain information as to who can vote and where and when to register. By registering now the voter is eligible for participation in the forthcoming city election for mayor and members of council as well as the general election next fall.

The **Civic Searchlight**, organ of the **Detroit Citizens League**, urges new citizens to register under the city's permanent registration process.

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### **Annual Meetings**

The **Citizens Union of New York City** held its annual meeting January 8. Guests of honor and speakers were the six members of the new City Council elected with the recommendation of the Union.

U. S. Senator Harry F. Byrd of Virginia was the principal speaker at the thirteenth annual meeting of the **New Jersey Taxpayers Association** held in Newark.

The **Los Angeles Women's Tax Study Group** which represents a cross section of that city's women, held a meeting January 4 on three problems which increased populations cause government—health, education and police. Speakers were Dr. H. C. Pulley, chief assistant health officer of Los Angeles; Dr. Buel F. Enyeart, superintendent of Burbank city schools; and Arthur C. Hohmann, deputy chief of police of Los Angeles.

\* \* \*

### **Budgets**

Now that Lowell, Massachusetts, is making a new start under its "Plan E"—city manager and proportional representation—charter, Joseph J. Jaycox, executive secretary of the **Lowell Taxpayers Association**, is preparing an outline of suggested policies concerning the 1944 municipal budget. Suggestions will include preparation of a comprehensive budget for work programs in all departments and a capital improvement program looking ahead five or six years, as

well as a more logical plan of organization with clearly defined functions assigned to the various departments so as to facilitate the interchange of personnel and equipment and the elimination of overlapping services.

Newton C. Farr, president of the **Chicago Civic Federation**, presented a comprehensive statement to the Chicago Board of Education's public budget hearing early in January. Among his recommendations were: no future upward adjustment of salaries unless supported by a careful study, appointment of a committee to formulate amendments to the basic school law designed to carry into effect the recommendations of the report of the Administrative Survey Commission, a thorough overhauling and reorganization of the purchasing function, a severe cut in the appropriation for the Architect's office and a corresponding reduction in the 1944 tax levy for building fund purposes.

The **Philadelphia Committee of Seventy** has called that city's Council on its budget practices, pointing out that savings can be made in 1944 if the Council will investigate the expenditures of the various departments and redeem their pre-election promises and obligations to the taxpayers by saving money now being wasted through inefficiency.

\* \* \*

#### Local Finance

The **Wisconsin Taxpayers Alliance** devotes a recent issue of *The Wisconsin Taxpayer* to money spent on aid to dependent children.

*The Montana Taxpayer*, organ of the **Montana Taxpayers Association**, lists the debt figures of Montana cities and towns as of June 30, 1943, including bonds and warrants outstanding, total gross debt, sinking and other funds, and total indebtedness. The tables also show

whether debt has increased or decreased during the fiscal year.

*The North Dakota Taxpayer* recently presented a statistical report on grade and high schools by counties for the year ending June 30, 1943. The report includes number of school districts, children enrolled, and number of teachers, as well as costs.

\* \* \*

#### Committee Reports

The Hospital Committee of the **Municipal League of Seattle for Government Research** has issued its report on Harborview Hospital, the principal unit of the King County Hospital. The report deals with the operation of the hospital and the reasons for the present unsettled state of its board of trustees. It recommends, among other things, "that civic-minded persons who have no political obligations, who are qualified as to age, residence, occupation, and an absence of political or pecuniary interest in the office, be appointed" to the board.

W. J. B. Schimfessel, executive secretary of the **Phoenix Good Government Council** before his retirement to join the army, issued a report to the President and Board of Directors on the work of the Council under his direction. Included are the lists of members of the Council's committees together with their accomplishments and letters of commendation from city officials who have worked with the committees.

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#### A Correction

This department was in error in including the **San Francisco Bureau of Governmental Research** among organizations "which issued directories on candidates or made recommendations on ballot measures," listed in the December REVIEW. The Bureau's policy is to analyze ballot measures and state the facts both for and against the propositions.

## Proportional Representation

*Edited by George H. Hallett, Jr.*  
(This department is successor to the  
Proportional Representation Review)

### P. R. Results in Two Ohio Cities

#### *Toledo Elects Its Fifth P. R. Council*

THE 1943 P.R. election in Toledo was the best one thus far from the standpoint of providing adequate representation for all sections of the city and all the major politically active groups. In the first place, three new members were elected, thus disproving the argument that under P.R. a councilman well established cannot be defeated for re-election.

In the second place, the seven main areas of the city are as accurately represented by resident councilmen as could possibly be achieved by appointment. And the two remaining councilmen represent respectively the two most active political groups in the city in this election: the C.I.O. and the two Polish wards, which happen to be located almost three miles apart. The east side councilman is also a leader in the A.F. of L. in Toledo. That this result represents the real will of the Toledo voters is evidenced by the fact that 71 per cent of the first-choice votes cast were for the nine men elected to run Toledo's municipal affairs for the next two years, while 90 per cent of those who cast valid ballots helped elect some choice.

It is a fair statement that Toledo starts its ninth year under its city manager-P.R. council charter with the best council and the best administrative cabinet to date.

An incident of the election was the importance given in the pre-election campaign to opposition to P.R. Ten of

the eighteen candidates were definitely opposed to this method of election, and one candidate made opposition to P.R. the chief plank in his campaign platform. However, this candidate got less than 500 first-choice votes and was the first candidate dropped in the count. Furthermore, of the eight candidates not definitely opposed to P.R., all were elected, and the ninth successful candidate, who was definitely opposed to P.R., has not yet been willing to state his alternative method of election.

Another interesting feature of this pre-election campaign against P.R. was the prediction that not more than 45,000 or 50,000 votes would be cast because, it was claimed, P.R. discouraged voting. This argument was answered rather forcefully by the voters themselves, who turned out more than 68,000 strong on election day.

The persons who were quite positive there would be a repeal amendment to oust P.R. shortly after election, are now not so sure, because when they draw up a specific proposal to replace P.R. they are astonished at how many people who oppose P.R. also oppose their specific alternative. It apparently had not dawned on them before that you do not vote out P.R.: what you must do is vote in another system. It happens that Toledo, with three of its 21 wards east of the Maumee River and with the two Polish wards three miles apart, finds that P.R. meets its peculiar problem of adequate representation better than any other system yet proposed.

O. GARFIELD JONES

University of Toledo

#### *Hamilton's Ninth P. R. Election*

The 1943 P.R. election for City Council in Hamilton, Ohio, brought two new developments. A woman and a

definite representative of organized labor were elected for the first time.

The pioneer woman councilman is Miss E. W. Frechtling, a business woman prominent in the Women's City Club who had been a member of the charter commission which presented the P.R.-manager charter to the voters of Hamilton in 1926. Her election was greeted with general satisfaction.

#### Representation for Labor

The labor representative is Joseph Spaulding, who is also well regarded. In previous P.R. elections Hamilton organized labor has taken no official part, though various candidates regarded as friendly to its interests have been elected. This time the C.I.O. put up one of its members, Edwin L. Brendel, the A.F. of L. put up Mr. Spaulding, and the two groups each campaigned for second choices for the candidate of the other. Mr. Spaulding started in ninth place, with seven to be elected, and was still in ninth place when Mr. Brendel was defeated. At this point 344 of Brendel's 590 ballots were found to have next choices for Spaulding and the latter jumped to second place as a result of their transfer. He was the third candidate to complete his quota and be declared elected.

In the school board contest held the same day by plurality vote at large, labor polled a good vote but did not elect anyone.

The principal Council contest was between a "Non-partisan League," successor to the charter commission group which sponsored a good government ticket and elected a majority of the council for five of the first P.R. elections, and a "Present Council Club," which supported all but one of the outgoing members. The charter commission group had "come a cropper" at the 1937 election, when in spite of gen-

erally excellent government it tried unsuccessfully to purge some of its own councilmen over the issue of a slot-machine racket which it regarded as menacing. Since that time, though the slot-machine racket was later eliminated, it had elected only a minority of the councilmen and this time claimed only one member of the outgoing Council, Howard P. Wilson—one having resigned to go into military service and another to become state senator.

#### 'Non-Partisan' Ticket Elects

Mr. Wilson headed the poll at this election and two others on the Non-Partisan ticket were elected, Miss Frechtling and a new businessman of good standing, Edwin J. Bartels. In the other camp Councilmen John A. Schwalm, Joseph H. Toerner, and Leo J. Welsh were re-elected.

The resulting 3-3-1 division is not regarded as ominous locally. The members are, generally speaking, able, co-operative and independent, and not expected to divide along group lines.

Russell Price, who has served as city manager ever since the present charter went into effect, has been occasionally criticized on matters of policy but is recognized as a highly efficient administrator. Hamilton's publicly administered utilities—water, electricity, and gas—have been largely cleared of debt at the same time that rates have been repeatedly reduced and plant and services expanded. One issue in the campaign this fall was a proposal by Councilman Wilson that rates be further reduced, on the strength of known savings, by an amount which Mr. Price considered unwise at this time.

The P.R. count of 11,890 ballots—more than had been expected in present circumstances—was carried out without misadventure of any kind in one long day by an experienced staff under the direction of the editor of

this department. At the very end of the transfers Councilman Welsh, the only man to be elected in all nine of the city's P.R. elections, defeated Councilman Andrew W. Bruck by a margin of only three votes. Mr. Bruck, who was present, accepted the verdict without asking for a recount.

Of the 11,389 who cast valid ballots, 9,640 (85 per cent) helped elect candidates for whom they voted and 6,266 (55 per cent) helped elect their very first choices.

The election was somewhat remarkable for the small number of blank ballots cast, 27 in all, or one-fifth of one per cent. Of the 11,863 who marked their ballots, 474 or just 4 per cent marked them incorrectly.

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### ***Soldier Vote Adjustments in Yonkers***

As explained in this department last month, the Yonkers P.R. count was carried through just after the election this fall with the understanding that the results were subject to adjustment when a few ballots came back from Yonkers citizens in service overseas. These ballots, under the New York State war ballot act, did not have to be received by the Secretary of State till December 10, and they were not turned over to the Yonkers City Clerk till several days later.

Fifty-six such soldier ballots were returned—not one of them invalid or blank. They were counted on December 23, along with 47 other ballots (three of them invalid) which had been put in the wrong containers by election district officials and turned up late in the original count. Thus adjustments had to be made throughout the count for 100 additional ballots, which changed the quota slightly and the disposition of a few of the original ballots. It was probably the first time

that such an adjustment had been carried through.

No important changes were made in the results. The final official figures corresponding to those given last month for the original count were as follows: Total valid ballots, 41,972; total invalid ballots, 2,051, or 4.7 per cent of the ballots marked; total blank ballots, 434; quota (five to be elected), 6,996; number who saw first choice elected, 27,150, or 67 per cent of the valid ballots; number who helped elect Councilmen, five full quotas or 34,980, 83 per cent of the valid ballots; number who saw at least one of their choices elected to the Council, 40,310, 96 per cent of the valid ballots; final-count vote for Mayor, Frank 21,735, Sullivan 14,955.

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### ***Cambridge Story Next Time***

An account of the second P.R. election in Cambridge and of the first complete P. R. recount which followed it, has been held over until next month. This will complete the stories of the eight American P.R. elections held on November 2, 1943.

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### ***Coos Bay Charter Fails***

As reported in another department in December,<sup>1</sup> the proposed consolidation of the cities of Marshfield and North Bend, Oregon, into the city of Coos Bay under a P.R.-city manager charter was defeated on November 2 by a total vote of 1,237 to 972.

The rejection was brought about by a heavy adverse vote of 1,079 to 186 in North Bend. The small strip of land separating the two cities also cast its vote against the plan, 12 to 11. Marshfield voted for the proposed consolidated charter by 775 to 146.

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<sup>1</sup>See NATIONAL MUNICIPAL REVIEW December 1943, p. 612.

## Taxation and Finance

*Edited by Wade S. Smith*

### Portland Improvement Program Depends on Federal, State Aid

#### **Moses Survey Group Prepares \$75,000,000 Postwar Program**

THE most impressive job to date of planning for a community's postwar public works program is that done by Robert Moses, Commissioner of Parks for New York City, and a staff of engineers for the city of Portland, Oregon, and the overlapping units of local government serving the city.

Rather wide newspaper publicity appears to have been given to the physical aspects of the improvement program, and it is the fiscal aspects which are to be dwelt on chiefly here. However, it is not amiss to recall that the study was financed jointly by Portland, the Portland Commission of Public Docks (a semi-autonomous city department), School District No. 1 (which serves the city and adjacent area), the Port of Portland (a separate and independent district coterminous with the county), and Multnomah County. The Moses staff recommended for these agencies

an improvement program to provide for the postwar expenditure of \$60,000,000 for construction, as well as for the spending of \$15,000,000 for land acquisition and \$800,000 for designs, specifications, etc. The scheduling of construction is based on the expectation that about one year following termination of the war against Germany the Japanese will have been subjugated, and proposes a two-year work program beginning with the end of the war in Europe, to reach a peak employment of 20,000 men about one year later, then gradually taper off. The major purposes of expenditure are summarized in Table I.

The financing of this large program has posed obvious difficulties, and the Moses staff indicates that a large dependence on state and federal grants will be necessary. In general, the cost of acquiring land, rights-of-way, etc., will be the responsibility of the local units, while federal or federal and state participation is expected for actual construction. In a few instances more than one local agency will participate in a single project. From the report of the Moses staff, Table II has been prepared to indicate the major financial responsibility suggested by those who formulated the program.

Striking is the fact that of the \$60,000,000 proposed for construction, \$28,000,000 or nearly half is for projects

TABLE I  
ESTIMATED COST OF PROPOSED PORTLAND IMPROVEMENTS

	<i>Construction</i>	<i>Land</i>	<i>Design</i>
1. Arterial highway and bridge program	\$20,000,000	\$10,000,000	Available
2. Major municipal improvements	20,000,000	1,500,000	\$381,000
3. Minor municipal improvements	12,000,000	3,500,000	419,000
4. Projects within commuting distance — (benefit to Portland)	8,000,000	500,000	Available
	<u>\$60,000,000</u>	<u>\$15,500,000</u>	<u>\$800,000</u>

About half the major municipal improvements are for a sewage disposal and treatment system, the remainder for buildings, water improvements, etc. Minor municipal improvements are park and street improvements, etc., suitable for force account or small-job treatment. Projects within commuting distance are three highway improvements and a reforestation project, all state-managed.

which will be financed entirely by the federal and state governments. These consist of the entire arterial highway program and the program of projects within commuting distance of Portland, part of which are already scheduled by the State Highway Department. Federal aid is anticipated for all remaining construction costs.

Obviously, the extent of federal aid which may be forthcoming is of first importance if the program is to be carried out. The Moses staff based its estimates on the expectation that federal grants will run to perhaps 50 per cent of construction costs. On this basis, the City of Portland would not be able to sell bonds for its entire share of project costs at once. State statute limits the general indebtedness which may be contracted by cities to 5 per cent of the last assessed valuation. The Multnomah County Tax Supervising and Conservation Commission, a public agency which supervises the budgets of the local units in Multnomah County, computes the unused borrowing capacity of the city of Portland at \$6,381,444 for general purposes, as of June 30, 1943. This includes the debt margin for docks. More than half of this margin would be consumed by the sale of city bonds to meet the cost of land acquisition for

projects in which the city is concerned, as reference to Table II shows. Of the \$25,700,000 of city-sponsored construction costs, \$10,300,000 is for the sewer system, bonds for which would be exempt from the 5 per cent debt limit. Another \$1,750,000 is for water improvements, also outside the limit. This leaves \$13,650,000 of construction to be financed within the debt limit, however, or \$6,825,000 after 50 per cent federal aid. This latter sum is at least twice the unused legal borrowing capacity remaining after sale of bonds for land acquisition, and part of the borrowing would have to be done later, as bonds now outstanding were paid off.

For the other local units, it appears that present legal borrowing capacity is ample to permit sale of bonds to meet the local share. The county's unused capacity is over \$14,000,000, that of the school district nearly \$14,400,000, and that of the Port of Portland nearly \$18,000,000.

As to whether Portland and its overlapping governmental units can afford to issue bonds to meet their shares of the program, it may be noted that the community is one of the more conservatively indebted of the larger cities. The burden of that part of the public debt serviced by property taxes stands

TABLE II  
FINANCIAL RESPONSIBILITY FOR PORTLAND IMPROVEMENTS

	<i>Construction</i>	<i>Land</i>	<i>Design</i>
City of Portland alone	—	\$ 3,200,000	\$469,000
City with others <sup>a</sup>	\$25,700,000	500,000	—
County (with state)	—	10,000,000	85,000
Schools, alone	—	300,000	150,000
Schools, with others	3,800,000	—	—
Port District, alone	—	500,000	66,000
Port, with others	1,750,000	—	—
Dock commission, alone	—	500,000	30,000
Dock, with others	750,000	—	—
Federal and state	28,000,000	500,000	—
	\$60,000,000	\$15,500,000	\$800,000

<sup>a</sup>City includes \$5,000,000 construction and \$500,000 land in which county shares, not included in county total above.

comfortably below the average for cities of this size and suggests that the \$25,000,000 of new bonds probably to be required might be issued by the local units without unduly straining the ability of the community to meet debt requirements and current operating costs.

Naturally the submission of the program by the engineers is merely the first step, since ratification by the local governing bodies as well as by the voters—who must approve most of the bonds involved—will be necessary. The program is striking evidence, however, that few cities are going to be in a position, as some observers are now urging, to meet the entire cost of post-war public works without federal aid—and lots of it.

### ***South Dakota Municipalities Tap Liquor Business for Profits***

The South Dakota League of Municipalities recently conducted a survey of the 97 municipal liquor stores in the state. Responses were obtained from 50 of these and the results showed a range of net profit from 15 per cent to 45 per cent. Some towns operate both on-sale and off-sale stores while others operate only on an off-sale basis. In one small town the liquor store is run by a local beer tavern and the city pays the proprietor a salary of \$55 per month. Even here the net profit to the city treasury was nearly \$2,000 in 1942.

For the on-sale and off-sale groups, the towns between 1,500 and 4,000 population showed a range of net profit from \$5,768.97 to \$24,176.74. In the same type of store, towns with 2,000 to 8,000 population showed a range of profit from \$648.11 to \$18,100.07.

Off-sale stores produced the highest amount of revenue because the cost of overhead operation was considerably less. One town in the 1,450 to 4,500 population bracket has paid off all bonded indebtedness on 160 acres

bought for sewage disposal. It has a surplus in the general fund and no tax levy for debt retirement will have to be made in 1944.

In towns from 100 to 700 population no store showed a net profit less than 6 per cent and the general average was nearer 18 per cent.

The survey does not indicate what other problems of administration are involved in the operation of municipally-owned liquor stores, but it has demonstrated that this new source of revenue, at least up to 1944, has provided hard-pressed municipal treasuries with a valuable source of new income.

R. F. PATTERSON

University of South Dakota

### ***New Jersey Investigates Fire and Police Pensions***

A committee of the State League of Municipalities, under the chairmanship of Mayor Charles R. Erdman, Jr., of Princeton, has been appointed to work with special committees of the Patrolmen's Benevolent Association and State Chamber of Commerce on the problem of municipal police and firemen's pension funds. Municipalities throughout the state are currently appropriating about two million dollars annually for pension fund deficits. The purpose of the several committees is to develop a statewide plan to correct the insolvent condition of the local pension funds. Governor Walter E. Edge made this a major platform plank in the last election. At present the plan is to work out the actuarial cost of a retirement plan after twenty-five years of service, whereas the state employees system offers retirement after thirty-five years of service. George B. Buck has been engaged as actuary.

WILLIAM MILLER

Princeton Surveys,  
Princeton University

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## County and Township

*Edited by Elwyn A. Mauck*

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### Two South Dakota Counties Consolidate

#### *Shannon, Washington Counties Combined by Legislative Act*

THE 1943 South Dakota legislature enacted several statutes affecting counties in the state. It reduced the number of counties by one when provision was made for the consolidation of two of the state's five unorganized counties. Shannon and Washington Counties in the southwestern part of the state were combined into one county to be known as "the unorganized county of Shannon." For governmental services the consolidated county is attached to Fall River County.

Also the legislature enacted a statute making it possible for county boundaries to be changed if a town or city extended into two or more counties. Upon petition of 15 per cent of the electors of such a town, an election may be held on the question of altering county boundaries to include the entire municipality in one county. A favorable majority vote of the total electorate of the municipality is necessary to carry the proposition. Inconveniences involved in securing automobile and hunting licenses, and more recently ration permits, led to the passage of this statute.

R. F. PATTERSON

University of South Dakota

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### *Budget Plan of Monroe County Manager Charter Works Well*

The Rochester, New York, *Democrat and Chronicle* reports that the budget plan incorporated in the Monroe County manager charter has been followed

courageously and wisely, and that the result has been very satisfactory.

The cash basis requirement in budget planning, which meant that appropriations had to be governed by estimated tax collections rather than tax levies thus making realistic allowance for anticipated tax delinquency, necessitated the always-unpleasant duty of imposing higher tax rates. It was done, however, and now that the town improvement district debts are being liquidated, the tax burden is being eased.

It is reported also that the quarterly allotment plan of appropriations under control of the county manager appears to be having a salutary effect on county expenditures.

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### *Township Consolidation Stressed in Indiana*

The recent financial predicament which has threatened Decatur Township, Indiana, serves to direct attention once again to a plan for governmental improvement urged in that state—the consolidation of townships. Various groups interested in good government have sought such laws over a period of several years.

A recent decision by the State Supreme Court, in a boundary dispute concerning some 42 acres between Decatur and Perry Townships, placed the \$10,000,000 property of the Indianapolis Power and Light Company, the plum around which the litigation centered, in Perry Township. Decatur Township had had undisputed possession of the land for more than a hundred years, until 1933, after the utility improvement had been made. The decision means that Decatur has lost 70 per cent of its taxable valuation. Harassed officials are seeking ways and means to keep the township schools open and to meet a big deficit for the current year.

### ***Iowa City-County Health Unit Opens Center***

The consolidated health unit of Des Moines County and the city of Burlington, Iowa, has moved into its new \$50,000 health center, construction of which was recently completed. Des Moines County is the first in Iowa to have a county health unit, and now it becomes also the first to have a specially designed building. The building represents a joint project by the city, county, and the Federal Works Agency.

The current budget of the consolidated unit amounts to approximately \$40,000. Des Moines County pays \$4,800, Burlington \$5,200, and the remainder is paid by the Social Service League of Burlington, the Des Moines County Tuberculosis Association, the Burlington Board of Education, the state of Iowa, and the federal government.

The consolidated health center is a pioneer among Iowa counties in meeting the multiple health problems of the area. Various health services are performed for six surrounding counties, including the supervision of venereal disease clinics in nearby cities and the provision for consultation services to neighboring county nurses and local boards of health. Physicians are permitted to use microscopic slides and culture media at the laboratory without charge, and milk samples are tested regularly for butterfat content, bacteria, and sediment. Supplies of serum, vaccines, and blood plasma are maintained and readily available to physicians. Also the center has participated in blood donor clinics, diphtheria immunization, small pox vaccination, and the inspection of water supplies and sewage and garbage disposal. After a survey of the sanitary condition of the schools in the county, it made numerous recommendations regarding proper water supplies and the disinfection of drinking water, wash rooms, and showers.

### ***Tennessee County and City Health Units Consolidate***

Clark County, Tennessee, and the city of Winchester have united in establishing a full-time health unit to service both the urban and the rural area in the county. The appropriations by the local units will total only slightly more than current expenditures for present health operations. These funds, however, will be supplemented by state and federal appropriations.

### ***Bureau of Census Estimates County Population Trends***

Based on the number of registrations for War Ration Book Two, the Bureau of the Census has issued a map indicating the county population trend from April 1940 to March 1943. The estimates necessarily exclude military and naval personnel living at their posts.

Nearly a third of the counties in the United States lost 15 per cent or more of their civilian population in this period. These losses occurred mainly in the agricultural areas, particularly in the Mississippi Valley and on the Great Plains. In 120 of the more than 3,000 county units, the population loss was approximately that of the nation as a whole, namely 2.4 per cent. In 449 county areas there were population increases in spite of inductions into the armed forces. The Bureau identified these areas as centers of war industries, shipbuilding, or mining, or as the location of large military and naval posts. Remaining counties showed population losses somewhat in excess of that for the nation as a whole.

A statistical report just released by the Bureau reveals that the civilian populations of metropolitan counties in the south and west have increased substantially during the war period, while those of the north have decreased. The period covered is from April 1, 1940, to March 1, 1943. In this period southern metropolitan counties increased

12.2 per cent, western 12.5 per cent, and northern counties decreased 1.5 per cent. Furthermore, the report indicates that size of the metropolitan area does not appear to be an important factor in governing population growth.

These estimates also are based on registrations for War Ration Books One and Two. Metropolitan counties are defined as those which had at least 50 per cent of their population in metropolitan districts according to the Bureau of Census report of 1940.

### ***San Bernardino County, Calif., Operates Victory Garden***

San Bernardino County, California, faced with possible food shortages, planted a victory garden eighteen months ago which has not only supplied all the necessary fresh vegetables to all county institutions, but has furnished free vegetables to private charitable institutions and nearby army camps. In addition it has made a neat profit of more than \$4,000. This has meant the production of almost a million pounds of vegetables.

Originally 60 or 70 county indigents were used as gardeners, but because of mental, physical, and other handicaps they proved to be of little value. They were supplemented by a few trained, paid employees and by prisoners transferred from county prison road camps who proved to be exceptionally good workers. The labor for canning surplus vegetables was provided by penitentiary inmates, with the pack being equally divided between the prison and the county.

The "garden" consists of a hundred-acre tract which, because of the favorable climate, can be cultivated intensively throughout the year. Work stock and machinery include two teams, a tractor, and the other necessary agricultural tools and equipment.

### **CITY HALL AND COLLEGES**

(Continued from page 74)

do in these times you refrain from wasting our time in this way."

Perhaps the best yardstick for measuring the internship program's value is the steadily increasing number of requests for studies. Nine city departments suggested 36 research topics in 1939. In 1942 fifteen departments asked for 53 studies. All but four city departments have at some time sought the assistance of an intern. The demand has been so great that almost half the requests could not be filled.

Even after five years it is still too early to judge the program's success in attracting the most talented students to public service as a career. Most men interns are, of course, now in the armed services. Many have only recently graduated from professional schools. Of the former interns who are employed, however, the vast majority have entered some branch of public service. How much of this is due to the internship program and how much to the abnormal wartime demand for government personnel is difficult to determine.

The internship program has meant increased work for the students, the college faculties, and public officials, but the results have more than justified the additional effort. To the student and faculty member it has brought a better appreciation of public officials and government service; to the public official it has given a better understanding of the contribution which the colleges can make to good government. City Hall and the colleges make an effective team.

# Books in Review

Edited by ELSIE S. PARKER

**Measuring Municipal Activities.** (Revised Edition). By Clarence E. Ridley and Herbert A. Simon. Chicago, International City Managers Association, 1943. xiv, 75 pp. \$2.

When you get right down to it, just what is this "good government" that everybody's shouting about?

The question might well be posed by any citizen who is asked to get out and battle for the right but who has no way of telling whether he's getting a raw deal or a new one. To help cut away this fog, Messrs. Ridley and Simon began in 1938, with the first edition of *Measuring Municipal Activities*, to summarize the progress of municipal administrators everywhere in attempting to measure their own work. The second edition provides a remodeled bibliography, of great importance to anyone who wants to use specifically the measurement techniques which are reported. It also brings the text somewhat up to date, and offers a new introduction summarizing the measurement progress of the past five years. To the four types of measurement units previously enumerated the authors now add a fifth, "service needs" or "problem magnitude." In other words, they stress the need for measuring not only the service but the extent of the need for the service.

The new introduction strikes a somewhat pessimistic note. Mr. Ridley and Mr. Simon find that little change has occurred in the measurement field since they first wrote their monograph, and they continue to buck the apparently insuperable question mark of measurement—namely, how to measure "adequacy" of service.

An important question of basic philosophy remains unmet by this pamphlet. Nowhere is a clear-cut distinc-

tion made between measurement for the benefit of the citizen and measurement for the benefit of the administrator. By implication, at least, the authors seem to find these one and the same thing. But any realist knows that no matter how refined the techniques for measuring performance, it is a rare citizen who has the knowledge, the data, or the opportunity to use such techniques. Granting, then, that only the administrator can utilize such measuring rods—how's John Q. to find out what the readings were? Perhaps we need two monographs on measurement, one for department heads, one for those who pay the bills.

M. R.

**Monthly Administrative Reports for Cities.** Chicago, International City Managers Association, 1943. 32 pp. \$1.

Fiction makes much of the type of executive who seems to keep his talented finger on the pulse of his organization simply by strolling through his establishment at unexpected moments and chatting briefly with the most obscure slavey he can find. Since such psychic administration probably is limited to the fiction which reports it, it is just as well that the International City Managers Association has brought out a series of fact-crammed report forms by means of which a city's administrator may find out what is going on in his city hall. Forms provided for every municipal function are intended to be presented by department heads every month, and are neatly designed to give the city manager a detailed measure of how much is being done and even of how good that much is. There is no waste verbiage in *Monthly Administrative Reports for Cities*. A pithy introduction,

and then the report forms are allowed to speak for themselves, a thing which they do most eloquently.

M. R.

**Action for Cities.** A Guide for Community Planning. Published under the Sponsorship of American Municipal Association, American Society of Planning Officials and International City Managers Association. Chicago, Public Administration Service, 1943. vi, 77 pp. \$1.

Though most cities are convinced of the great need for adequate planning of both present and postwar activities, many of them have not been able to prepare detailed programs. To help in the solution of these problems, Public Administration Service has published *Action for Cities* as a guide to assist municipal officials and civic leaders in carrying out a comprehensive planning program without heavy reliance on trained personnel.

The volume tells how to start a community planning enterprise which will enlist the services of existing groups; how to survey the situation as it is now; how to make plans for present and future improvements; and how to put these plans into effect.

This blueprint for action should prove of immense value to those concerned with the challenge which our cities face.

**Current American Government: War-time Developments.** By L. Vaughan Howard and Hugh A. Bone. New York City, D. Appleton-Century Company, 1943. vii, 357 pp. \$2.75.

This volume describes how the organization, powers, and relationships of the national government of the United States have been affected by the impact of World War II. The survey draws heavily on government doc-

uments and source material not readily available to the layman. It explains in separate chapters the impact of the war on the presidency, the national administration, the federal service, Congress, the party system, and pressure groups; and discusses such matters as wartime controls in the field of civil liberties, relationship of government to industry and labor, problems of financing the war, changes in military policy and organization, and wartime developments in relations between national, state, and local governments. Finally, it reviews what the United States has done in the field of postwar planning. Each chapter is summarized in a concluding paragraph and a full index facilitates reference.

The book provides information on the changes which have been brought about by the war in the American system of government for both the student of government and the interested layman.

## Additional Books and Pamphlets

### Building

**Building Codes—An Essential Tool in Urban Development.** By Construction and Civic Development Department. Washington, D. C., Chamber of Commerce of the United States, 1943. 15 pp.

**Public Policy on Construction.** By Eric A. Johnston, Washington, D. C., Chamber of Commerce of the United States, 1943. 8 pp.

### Education

**The Improvement of Public Education in Michigan.** A Statement of Policy. Report No. 1. Lansing, Michigan Public Education Study Commission, 1943. 20 pp.

### Federal Government

**Our Form of Government.** Fifth in a Series of Reports Prepared by a Com-

mittee of Editors of *Time*, *Life*, and *Fortune*. New York 20, *Fortune*, November 1943. 13 pp.

### **Highways and Transportation**

**Here's How You Can Help Redevelop Your City with Modern Highways.** Washington, D. C., 5, Conference Committee on Urban Problems, 1944. 32 pp., illus. 15 cents.

**Public Control of Highway Access and Roadside Development.** By David R. Levin. Washington, D. C., United States Government Printing Office, 1943. v, 103 pp. 15 cents.

**The Speed Problem.** A Library Research. Saugatuck, Connecticut, The Eno Foundation for Highway Traffic Control, Inc., 1943. 71 pp.

**The Transportation Problem.** Statement of the Transportation Problem in the United States and Suggested Changes in National Policy. Chicago 3, Transportation Association of America, 1943. 31 pp.

**Transportation: War and Postwar.** Edited by G. Lloyd Wilson. Philadelphia, The American Academy of Political and Social Science, *The Annals*, November 1943. vii, 258 pp. \$2.

### **Housing**

**The St. Marks Neighborhood** (Revised). A Study of Housing and General Property Conditions in a Congested Urban Area. By the Staffs of the Department of Real Estate, School of Commerce, Accounts and Finance, New York University, and the Committee on Housing of the Community Service Society of New York. New York City, Community Service Society, 1943. 51 pp. 50 cents.

### **Juvenile Delinquency**

**Controlling Juvenile Delinquency.** A Community Program. By Children's Bureau, U. S. Department of Labor. Washington, D. C., United States Government Printing Office, 1943. 27 pp. 10 cents.

**Understanding Juvenile Delinquency.**

By Children's Bureau, U. S. Department of Labor. Washington, D. C., United States Government Printing Office, 1943. 52 pp. 10 cents.

### **Municipalities**

**The Ordinances of the City of Ames, Iowa, 1943.** Arranged under the Order and Direction of the City Council. Ames, Iowa, 1943. 326 pp.

**Roster of Municipal Officials in North Carolina, 1943-1944.** Raleigh, North Carolina League of Municipalities, 1943. 20 pp.

**Second Wartime Conference on Municipal Problems.** Proceedings of the Twentieth Annual Conference of the American Municipal Association, October 27, 28, 29, 1943, Chicago. Chicago, The American Municipal Association, 1943. vi, 120 pp. \$2.

### **Personnel**

**Supervision of Governmental Employees.** By Alfred M. Cooper. New York, McGraw-Hill Book Company, 1943. viii, 202 pp. \$1.75.

### **Planning**

**A Selected List of References on Colonial and Early American Town Plans.** By Katherine McNamara. Cambridge, Massachusetts, Library of the Departments of Landscape Architecture and Regional Planning, Harvard University, 1943. 3 pp.

### **Population**

**Estimates of Future Population of the United States, 1940-2000.** By Warren S. Thompson and P. K. Whelpton for the Committee on Population Problems of the National Resources Planning Board. Washington, D. C., Superintendent of Documents, 1943. iii, 137 pp. 35 cents.

**Estimates of the Civilian Population of the United States, by Counties, March 1, 1943.** Washington, D. C., Bureau of the Census, 1943. 22 pp.

### **Postwar Planning**

**Lost, One Trillion Dollars in Goods and Services That Might Have Been**

**Produced Between 1929 and 1943.** We Can Achieve Full Employment to Prevent Losses After the War. By Thomas R. Amlie. New York City, *The Nation*, Special Supplement, November 27, 1943. 32 pp. 15 cents.

**The Political Aspects of Social Programs in the Immediate Postwar Period.** Address by Harry Girvetz. San Francisco, California Housing and Planning Association, 1943. 8 pp.

**Swords into Plowshares That Will Turn Up Jobs.** Address by Robert W. Kenny. San Francisco, California Housing and Planning Association, 1943. 4 pp.

**Your Business After the War.** New York 17, Research Institute of America, 1943. 61 pp.

#### **Public Works**

**A Civic Guide to Economy in Municipal Government. No. 5—Public Works.** New York City, The Tax Foundation, 1943. 20 pp.

#### **Salaries**

**A Salary Policy to Win the War.** By Lewis Merrill. New York City, United Office and Professional Workers of America, Congress of Industrial Organizations, 1943. 42 pp.

#### **Taxation and Finance**

**Can We Raise \$10 Billion in New Taxes in 1944?** New York 10, Tax Institute, 1943. iv, 44 pp. 50 cents.

**Excess Profits Taxation.** Durham, North Carolina, Duke University, *Law and Contemporary Problems*, Winter 1943. 183 pp. \$1.

**Federal Contributions to States and Local Governmental Units with Respect to Federally Owned Real Estate.** Message from The President of the United States. Washington, D. C., United States Government Printing Office, 1943. v, 50 pp.

**Federal Taxation II.** Revenue Bill as Passed by the House. Chamber's

Committee on Federal Finance Testifying on H.R. 3687 Before Senate Committee on Finance December 3, 1943. Washington, D. C., Chamber of Commerce of the United States, 1943. 54 pp.

**The Fiscal Growth of the States.** Edited by Mabel L. Walker. New York 10, Tax Institute, 1943. 5 pp. 25 cents.

**Total Tax Collections in 1943.** Edited by Mabel L. Walker. New York 10, Tax Institute, 1943. 5 pp. 25 cents.

#### **Water Supply**

**Study of Considerations Relating to Future Water Supply for the Cincinnati Area.** By Fosdick and Hilmer. Cincinnati, The Stephen H. Wilder Foundation, 1943. 38 pp.

#### **Miscellaneous**

**The Pennsylvania Legislator VI.** Political Essays Written for Members of the General Assembly. By George Woodward. Philadelphia, Harris & Partridge, Inc., 1943. 219 pp.

**Statistical Abstract of the United States 1942.** Compiled under Supervision of Morris H. Hansen for Bureau of the Census, U. S. Department of Commerce. Washington, D. C., United States Government Printing Office, 1943. xxvi, 1097 pp. \$1.75.

#### **Tax Figures for Pueblo Corrected**

In the article entitled "Tax Rates of American Cities," appearing in the NATIONAL MUNICIPAL REVIEW for December, the following corrections should be made in certain tax rates listed for Pueblo, Colorado (No. 191): School rate, \$17.00; total rate, \$61.70; adjusted rate, \$43.19. The school rate given is for School District No. 1. Property in School District No. 20 pays the same rate this year but has in the past paid rates different from that of District No. 1.